



WE, THE CITY OF HAMBURG!

HAMBURG INTEGRATION CONCEPT

Participation, intercultural opening and cohesion.

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Participation, intercultural opening and cohesion
– 2017 Hamburg integration concept –

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Introduction

Dear Sir or Madam,

The Free and Hanseatic City of Hamburg is a cosmopolitan metropole where many people from different cultures live side by side. They talk with each other, go to school together, and are friends and work colleagues. Our city has a long tradition of integrating immigrants, because we have always viewed integration as an opportunity for our society as well as for our city.

Over the centuries, we as a society have learnt that people from other countries can be an asset to all us if we welcome them and give them the same opportunities as our children. In this process, 'integration' has been and still remains a hot topic of discussion. The question of 'To what extent do we allow participation?' has always been at the heart of this debate, with the demand for refugees to actively play a part in their own integration also being heavily focused on.

The goal of the Senate of Hamburg states that: 'Each and every person is a part of our society and should be able to fully participate in all aspects of life in Hamburg.' This guiding principle from the 2013 Integration Concept still remains valid in this revised and updated version of the concept. Its core focus is still to increase the intercultural openness of the state and its offers as well as to eliminate discrimination and thus maintain equal participation opportunities for everyone – including both people with and without a background of migration.

Under the title 'We, the city of Hamburg! Participation, intercultural opening and cohesion' (Wir in Hamburg! Teilhabe, Interkulturelle Öffnung und Zusammenhalt), the Senate hereby presents its new integration concept on how it will turn this aspiration into reality. The concept is divided into seven main areas of focus with a total of 26 different areas of action. In comparison to its predecessor, this updated concept features a variety of new ideas, one of which attaches great importance to the initial integration of asylum seekers in Hamburg. In the following, you'll be able to read all about this as well as the different plans for implementation.



Predefined target values are what makes the Hamburg Integration Concept so special. By precisely determining what goals we want to achieve, we make it possible to measure integration achievements or even recognise where improvement is needed. Integration isn't a project that begins today and ends tomorrow. Instead, it's an ongoing task for all individuals as well as for all of society. Integration is and remains a task to be tackled across all levels of society in our city.

More than 1,000 citizens helped us develop the concept by sharing their thoughts and suggestions with us at many events and through an online survey. We were thereby provided with a lot of food for thought. I extend the warmest words of gratitude to all those who were involved, and hope that we can continue this dialogue and spirit of cooperation in the future.

A handwritten signature in black ink, reading 'M. Leonhard' in a cursive script.

Yours sincerely,

Dr Melanie Leonhard

Senator for Labour, Social Affairs, Family and Integration

Table of contents

A. Conceptual framework for action for the Hamburg integration policy	8
1. Hamburg – a growing metropolis	8
2. Starting point for understanding integration in Hamburg	9
3. Continuation of the central integration policy strategies	9
4. Phase-oriented approach to integration – new focus on ‘initial integration’	11
5. Interreligious dialogue as part of the integration concept?	13
6. The role of the media in the debate on integration policy	14
7. Participation procedure	15
B. ‘Quantifiable’ participation – control through indicators and target values	17
1. The concept of the migration background	17
2. Explanations of further methods	17
3. Further development of sub-goals, indicators and target values.	18
4. Selection of masterplan indicators	19
C. The integration concept’s main areas of focus	20
I. Naturalisation and political involvement	22
1. Naturalisation	22
2. Political parties, Hamburg Parliament, district assemblies and deputations	24
II. Strengthening democracy and participation	25
1. Language training for adults	25
2. Migration counselling	30
3. Norms and values	32
4. Political education	36
III. Education from day one	38
1. Early childhood education	38
2. General school education	43
3. Vocational education and training	47
a) Career guidance.	48
b) Dual training preparation	49
c) Training support	49
4. Tertiary education/Academic studies.	51
IV. Professional success	54
1. Equal labour market opportunities.	54
a) Labour market integration of long-time residents of Hamburg with a background of migration	55
b) Labour market integration of refugees.	56
2. Self-employment	61
3. Continuing vocational education	63
4. General continuing education	66
V. Settling into society, strengthening cohesion	67
1. Volunteer work	67
2. Child and youth work	70
a) a) Open child and youth work/Youth social work	70
b) Youth association work	72
3. Social work for seniors and senior citizen participation.	74
4. Sports	75
a) a) Participation in sports	76
b) b) Strengthening cohesion through sports.	77
5. Culture	79
6. Consumer protection	82

VI. Residing and living together in urban quarters	84
1. Accommodation of refugees and integration into private housing	84
a) a) Accommodation in initial reception facilities	84
b) Accommodation in secondary public housing facilities	87
c) c) Placement of those urgently seeking housing in private housing	87
d) Protection and integration of unaccompanied foreign minors in Hamburg	89
2. Security and protection of refugees in accommodations	90
3. Housing market	92
4. Practicing diversity in urban quarters	94
a) Integrated urban development	94
b) Designing social spaces	95
c) Creating opportunities for intercultural encounters	96
VII. A healthy life in Hamburg	97
1. Health	97
a) Healthcare provision	97
b) Career prospects in healthcare	99
2. Nursing care	100
D. Intercultural opening of the Hamburg Administration	103
1. Intercultural opening – a continuous process of improvement	103
2. Anti-discrimination strategies as a contribution to intercultural opening	104
3. Strengthening intercultural skills of employees	105
E. E. Inter-agency governance and cooperation	108
1. Regulatory responsibility and overall inter-agency responsibility: mandatory interaction of all actors	108
2. Annual monitoring of target achievement and continuous further development	109
Appendix 1: Implementation of mandates arising out of the Konsens mit den Initiatoren der Volksinitiative Hamburg für gute Integration (Consensus with the initiators of the people's initiative 'Hamburg für gute Integration')	111
Appendix 2: Examples of intercultural dialogue in the districts	113
Appendix 3: 'We are Hamburg! Are you?' (Wir sind Hamburg! Bist du dabei?) umbrella campaign	116
List of abbreviations	117

A. Conceptual framework for action for the Hamburg integration policy

1. Hamburg – a growing metropolis

It has always been natural for people from different countries and cultures to live side by side in Hamburg: the harbour and the business of trade have significantly contributed to Hamburg's development into an international metropolis. In 1920, the population of Hamburg was only around one million.¹ Now, almost 100 years later, it has grown to more than 1.8 million, with people coming from over 180 countries of origin. As a *destination city*², Hamburg is bound to continue to grow in the medium to long term.

Since 2000, an increasing number of people have come to Hamburg, mainly from other European countries and to a lesser extent from elsewhere in Germany (internal migration). The population of newcomers to Hamburg has significantly grown in recent years: in 2014, there were 15,000 persons, 20,000 in 2015 and more than 70,000 persons in 2016. With the exception of 2016, Poland, Bulgaria, Romania, Spain and Turkey were the top ten countries for both immigration and emigration. The cause for the significant increase in the population growth in 2016 is not only due to internal migration and the high level of immigration from other European countries, but also due to people who fled from civil war, violence and other catastrophes in 2015/2016. In total, 50,000 people from non-European countries arrived during this two-year period.³

These figures, however, only represent net migration. In reality, there is a significantly higher number of people leaving and entering the country. In 2015, around 55,000 people moved to Hamburg from abroad and approx. 36,000 left the city for foreign countries. On top of all this, there are also migration flows within Germany.

These figures ultimately indicate the 'true' requirement placed upon the immigration-friendly culture of Hamburg and its integration capacity. After all, the equivalent of a small town comes to (and leaves) the city of Hamburg every year. The new citizens of Hamburg are accommodated by the state, industry and civil society, regardless of whether

Population of Hamburg

At the end of 2016, the population of Hamburg was 1,860,759, as compared to 1,787,408 on 31 December 2015.

At the end of 2016, the number of residents with a migration background according to the current definition was 631,246 people (end of 2015: 596,711), which represents approximately 34 per cent of the city's entire population. Half of Hamburg's residents under the age of 18 have a background of immigration. According to the current forecasts of the Statistical Office Nord, the population is expected to increase to almost two million inhabitants by 2035. The Senate has based its plans upon this information.

they come from the surrounding area, the rest of Germany or European/non-European countries.

Every third person in Hamburg now has a background of migration (approx. 34 per cent), of which over half have German citizenship (52 per cent).⁴ Conversely, this means that 16 out of every 100 residents only have a foreign passport. More than half of all children and youth under the age of 18 have a background of migration (50.4 per cent). Whether they come from the Wicklow Mountains in Ireland, Vikulovo in Siberia or Wicklow in the federal state of Mecklenburg-West Pomerania, the boundaries between migrants who arrived a long time ago, some time ago and just recently have long been blurred.

Major regional differences exist in Hamburg's seven administrative districts and 104 urban quarters: compared to the district of Hamburg-Nord, where only a quarter of the population has a background of migration (26.5 per cent), almost every second person living in the district of Hamburg-Mitte has a migration background (49.4 per cent). In the quarter of Billbrook which is located in the district of

¹ Authority for Urban Development and the Environment (Behörde für Stadtentwicklung und Umwelt), Perspektiven der Stadtentwicklung für Hamburg (Urban Development Perspectives for Hamburg), 2014.

² Keynote address made by First Mayor Olaf Scholz 'Hamburg, Europa und die Grenzen' (Hamburg, Europe and the Borders) at the Thalia Theatre on 19 March 2014.

³ For the migration figures, see publications by the Statistical Office for Hamburg and Schleswig-Holstein (Statistical Office Nord), Annual Report 2016/2017, Annual Report 2015/2016.

⁴ Statistical Office Nord, 'Statistik informiert Nr. V/2017, Bevölkerung mit Migrationshintergrund in den Hamburger Stadtteilen Ende 2016' (Statistics informs no. V/2017: Population with a Migration Background Residing in the districts of Hamburg at the End of 2016).

Hamburg-Mitte, the share of the population with a migration background is 84.9 per cent. In Eppendorf, however, which is located in the district of Hamburg-Nord, only one-fifth of the population has a background of migration. In the district of Bergedorf, it's only 6.5 per cent.⁵

Growth, diversity in all its forms and facets, as well as different regional developments pose special challenges to a city state like Hamburg with clear geographical boundaries, all of which Hamburg is also facing in the context of demographic change.⁶ Hamburg, however, also offers great potential for residents to identify with the city, which not only helps to bolster the sense of togetherness in our community but serves as a good foundation for integration policy.

2. Starting point for understanding integration in Hamburg

The starting point for our understanding of integration in Hamburg begins with the Constitution of the Free and Hanseatic City of Hamburg adopted on 6 June 1952, which in its preamble states: 'As an international port the Free and Hanseatic City of Hamburg has a special task, allocated by its history and location, to perform for the German people. In the spirit of peace it wishes to be an intermediary between all continents and peoples of the world.' Hamburg sees itself as a worldly, cosmopolitan city that has maintained and cultivated relationships throughout the world for centuries. It, of course, is also continually being shaped and developed by new citizens.⁷

The motives of today's immigrants are hardly any different than those of yesterday. Besides political and, above all, religious persecution which brought refugees and displaced persons to Hamburg hundreds of years ago, the desire of immigrants has been and is to lead 'a life worth living, a life of safety and peace, and to hope that they won't be disappointed in their pursuit of happiness.'⁸ The drive and energy that arises from such hope is just as essential for Hamburg's prosperity as it is for the sense of life in the city.

It makes a significant difference to living together in this city and to shaping a cohesive society whether politicians and the administration primarily address the challenges of current migration as a problem to society or if they rationalise

the public debate by making the state's strategies of action transparent and translate the history and traditions of this city into current political objectives and strategies.

A city's traditions and its political goals and strategies do not automatically lead individual citizens to accept these goals and strategies as their own. Identification, a sense of belonging and trust are part of the subjective perception. In order to convince individuals who were born in Hamburg and have lived here all their lives or those who have just recently arrived in the city that the urban society of Hamburg is worldly, cosmopolitan, energetic, creative, open, and fair, each and every citizen must judge the city as being the same as based on their own everyday experiences.

In the view of the above, increasing the intercultural openness of the Hamburg Administration and its institutions is one of the city's central strategies for action. Intercultural opening is not merely a catchphrase, but rather a prerequisite for structurally enabling equal access of all citizens to public services and resources as well as for participating in society and politics.

3. Continuation of the central integration policy strategies

The Senate presented the 'Hamburger Integrationskonzept – Teilhabe, Interkulturelle Öffnung und Zusammenhalt' (Hamburg integration concept – participation, intercultural opening and cohesion) in 2013.⁹ This concept has further developed the initial approach taken in 2006 by Hamburg to define an overall strategy towards integration policy and adapted it based on integration policy debates arising¹⁰ over the past few years.

The central strategies outlined in the 2013 concept already included intercultural opening up the state (line ministries, district offices, other state institutions), eliminating any structural discrimination in all socially relevant spheres of life as well as using target values and indicators as methods of control (measurability, transparency). This concept which was revised and updated in 2017 expressly confirms these three central strategies while developing them even further at the same time. Present-day challenges are also taken into consideration.

⁵ Ibid.

⁶ Please refer to official publication 20/11107, Demografie-Konzept Hamburg 2030: Mehr. Älter. Vielfältiger (Demographic concept 'Hamburg 2030: More. Older. Highly diverse.')

⁷ Quote from the keynote address made by First Mayor Olaf Scholz 'Hamburg, Europa und die Grenzen' (Hamburg, Europe and the Borders) at the Thalia Theatre on 19 March 2014.

⁸ On the subject of the self-evident nature of immigration and its positive significance for the development of the city, please also refer to 'Hoffungsland: Eine neue deutsche Wirklichkeit, Hamburg 2017' (Land of hope: a new German reality, Hamburg 2017) by Olaf Scholz.

⁹ Please refer to official publication 20/7049, 'Hamburger Integrationskonzept – Teilhabe, Interkulturelle Öffnung und Zusammenhalt' (Hamburg integration concept – participation, intercultural opening and cohesion).

¹⁰ Please refer to official publication 18/5530, Handlungskonzept zur Integration von Zuwanderern (Action plan for integrating immigrants).

Guiding principle (2013/2017)

'Integration is to be understood as the fair and measurable participation of people with a migration background in the main areas of social life. The term integration is thus closely related to the idea of inclusion, which requires all people in society to feel as if they belong – combined with the possibility to fully participate in all aspects of human life.'

Our future goal is to coordinate all courses of action in such a way as to enable all residents of Hamburg to equally participate in the key areas of society. They should be able to interact with each other on a level playing field. The following areas have been prioritised in particular: language, early childhood education and school education, training and employment, housing, healthcare and, to a greater extent, (old-age) nursing care.

The approach adopted in 2013 not only makes the state responsible for designing framework conditions for the promotion of integration, but also outlines the responsibility of civil society in the shaping of (e.g. neighbourly, cooperative) relationships as well as in interculturally opening up civil society institutions.

As much as the state is responsible for creating structures for non-discriminatory participation, integration services must, of course, also be provided by immigrants. For individuals who recently immigrated to Hamburg or came to the city as refugees or asylum seekers, they must first learn the German language and accept our country's legal and social order. Above all, it is also very important that they be willing to (further) develop their own professional skills in order to be able to shape their own lives and no longer be dependent on state aid money. In the case of people who immigrated to Hamburg many years ago, this is heavily dependent on the extent to which the person and family in question view themselves as having already 'settled in', and

Guiding principle (2013/2017)

'This concept is aimed at the entire city. In all areas of public life, be it state or civil society, business or public administration, political bodies or associations and organisations, change is required everywhere in order to achieve the goal of equal participation.'

what access they actually have to the state's regulatory systems.

Integration is therefore a task to be tackled across all levels of society and which can only succeed based on combined effort. This integration concept therefore focuses on a concept of 'we'.

Our understanding of integration is interconnected with revitalising technical regulatory systems, for example, schools, day-care facilities or the Jobcenter. In order to guarantee the equal participation of all Hamburg citizens, responsibility is therefore expressly assigned to the respective (regulatory) structure responsible for policy. Integration, much like inclusion, does not fall specifically on administration but is an integral political responsibility. The seven administrative districts of Hamburg are locally responsible for designing integration on site, in other words, in the different urban quarters or neighbourhoods.

Political responsibility includes specifying goals, target values and indicators. Political priorities as well as integration achievements are thereby made transparent, quantifiable and accessible for public and political discussion. Verifiable targets and reliable and sophisticated data provide information on whether and in what way people with a migration background are being integrated and whether structural disadvantages are being eliminated. It also shows where there are (still) shortcomings and greater action is required. This form of regulation will continue to be used in the future.

In July 2016, the Senate's official publication 21/5081 informs Hamburg Parliament about how far the target values defined for 2015 in the 2013 integration concept have already been achieved and where further action is still required. The findings in this publication served as the basis upon which to develop the concept presented here. The guiding principles which are presented before this concept's subject-specific chapters as well as the sub-goals and indicators have been revised and updated and, if necessary, adapted. They have been expanded to include aspects of initial integration, especially in regards to refugees (see below). The Senate is thereby fulfilling two requests made by Hamburg Parliament: 'Aufstockung der Wohnungsbauförderung: Wohnunterkünfte zu neuen Quartieren in guter Nachbarschaft entwickeln – 25 Punkte für eine gelingende Integration vor Ort' (Boosting housing subsidies: developing housing for new quarters in a good neighbourhood – 25 points for successful local integration) (Official publication 21/2550) and 'Konsens mit den Initiatoren der Volksinitiative Hamburg für gute Integration' (Consensus with the initiators of the people's initiative "Hamburg für gute Integration") (Official publication 21/5231).

4. Phase-oriented approach to integration – new focus on ‘initial integration’

The number of asylum seekers (and other immigrant) individuals has risen sharply in the last three years. As a result, public debate has increasingly focused on the special situation of these individuals shortly after arriving in Germany as well as their first year living in the country, or in other words, on ‘initial integration’. Their integration is currently one of the major challenges facing our city. This concept concentrates more strongly on this special development than in the past, even when refugees were already explicitly named as a target group for Hamburg’s integration efforts in the 2013 concept.

Some of the people who fled to Germany will have to or want to return to their home countries, whereas many will stay here. How many people will permanently live in Hamburg also depends on how the world’s most troubled regions will continue to develop – something over which Germany and above all Hamburg have little control.

From their first arrival to equal participation, refugees view that there are three ideal phases of integration¹¹:



Figure 1: Phases of integration

In short

A total of 57,035 asylum seekers arrived in Hamburg in 2015 and 2016. 31,763 people remained in Hamburg; 28,643 of them have or had needs for accommodation. A comparison of the current figures with the overall figures of previous years (2009: 1,971 incoming asylum seekers, 770 remaining in Hamburg; 2014: 12,653 incoming asylum seekers, 6,638 remaining in Hamburg) reveals just how significant the increase was in 2015 and 2016.

In the first half of 2017, about 700 asylum seekers came to Hamburg every month, of which between 300 and 400 people remained in Hamburg.

Data: Central Register of Foreign Nationals

www.hamburg.de/fluechtlinge-daten-fakten

The first phase takes place in the first four weeks after arriving in Germany or Hamburg. This phase includes the introduction about living together in the housing, the provision of information about the next steps of the asylum procedure, and aiding individuals to cope with everyday life. Matters regarding mobility, the initial contact with day-care facilities (nurseries), schools, medical services as well as the initial contact with volunteers, neighbours, sports clubs and religious communities, etc. are dealt with here too. The first phase’s target group includes all people, who regardless of their status or prospects of being able to

stay in Germany, have fled to Germany. In other words, the around 300 to 400 newcomers seeking asylum or refuge in Germany or Hamburg each month as well as any later-arriving family members of the refugees/asylum seekers who came to Germany or Hamburg before they did.

Everyday life needs to be managed by the refugees and the skilled employees working in the facilities. Compulsory school attendance exists from the very first day for all minor children as well as the right to be provided with direct access to medical care and (also legal) counselling.

¹¹ From the perspective of immigration specialists, the first phase is also described as ‘pre-integration’ – the phase in which a decision about immigration is made. For further information, please visit: www.bamf.de/DE/Startseite/startseite-node.html.

The second phase refers to the so-called 'initial integration' period in which refugees should be equipped with the skills to independently deal with day-to-day life in Germany. This includes learning the German language, actual integration into day care, school, commencing vocational training and work, and if necessary, moving into their own flat. This enables refugees to be better integrated into their neighbourhood, urban quarter as well as sport and cultural offers.

A decision regarding the application for asylum is also made during this phase. The decision to apply for asylum as well as the associated right to permanently remain in Germany unlocks access to further counselling and integration services, such as the federal government's immigration counselling service, further language training, vocational qualification and the labour market. It also means that immigrants are no longer obligated to live in shared accommodation and can then move into their own housing. In the case where immigrants decide not to apply for asylum, their further integration is linked to whether they can actually realise the obligation to leave the country or whether individual prospects to stay in Germany arise on a case-by-case basis.

All persons who have newly arrived in Germany or Hamburg in the middle or at the end of 2014 are currently in this second phase, accounting for the majority of the more than 50,000 refugees residing in Hamburg.

The third phase is intended to permanently establish immigrants in our society and to ensure fair and equal participation in all socially relevant aspects of life. This phase typically begins after three years, once immigrants have been completely introduced and can handle everyday life without encountering any major problems. Individuals with a permanent right to remain in Germany as well as those with exceptional leave to remain in Germany who are unable to fulfil the obligation of leaving the country are the third phase's target group. It is currently not possible to make a statement about the number of individuals in this phase. The hallmark and essence of integration is that people who immigrated to Germany in the past are not permanently recorded as 'refugees' in statistics.

This concept tries to do justice to the entire integration process. The specified periods for the individual phases serve only as a rough guide and can vary greatly depending on the subject area. For example, international preparatory classes for general-education schools are usually only offered for a period of one year. They are an initial integration approach to prepare students to attend mainstream classes.

Definition of 'refugees'

In accordance with the methodology used here, refugees or asylum seekers in Germany include all persons who possess a residence permit (Aufenthaltstitel) due to humanitarian reasons (Sections 22 to 25 of the Residence Act), a temporary residence permit (Aufenthaltsgestattung) as an asylum seeker (Section 55 of the Residence Act) and exceptional leave to remain in Germany (Duldungsstatus) (Section 60a of the Residence Act) as well as persons who have been granted a permanent settlement permit (Niederlassungserlaubnis) in the interim period (Section 26 Paragraph 3 and 4 of the Residence Act).

Relatives of refugees who have entered the country by way of family reunification are excluded here (i.e. for family reasons, Sections 27 to 36 of the Residence Act). Even if under immigration law, this group of individuals cannot be put under the category for 'forced migration', initial integration must also be actively organised for them from the point of view of integration policy.

Individuals without valid papers

For legal reasons, individuals who are not officially registered (at the Foreigners' Registration Office or Citizens' Registration Office) cannot be a target group of state integration strategies: Irregular residence is punishable by law. Nevertheless, the Senate also offers support to these people:

1. The Refugee Centre (Flüchtlingszentrum) provides advice on how to obtain legal immigration status or on how to voluntarily return to their country of origin so that these individuals can find a way out of irregular residence.
2. Education for children in day-care facilities is possible in Hamburg without having to register for the facilities. Children and youth who are required to attend school have the right and the duty to attend school if their place of residence or usual abode is in Hamburg. Schools are not required to report the residence of children or youth without a required residence permit.
3. The Refugee Centre (Flüchtlingszentrum, Diakonisches Werk, Malteser Migranten Medizin, Migrantenmedizin westend, die Praxis ohne Grenzen and Medibüro offer medical care in a safe location.

www.fz-hh.de

Safe countries of origin

In accordance with Section 29 a of the Asylum Act (Asylgesetz), asylum seekers from safe countries of origin are usually excluded from certain counselling and integration offers. They have access to voluntary support services, the counselling services of the Refugee Centre (Flüchtlingszentrum) and charitable counselling services.

www.fz-hh.de

It is particularly important to receive practical support and information in a new environment, especially within the first few weeks and months. The motivation of immigrants to get to know the host country, learn the language, open up and participate is also very high during this period.

Volunteer structures set up at initial reception facilities and/or locations with public housing play a key role during these initial weeks and months. As the experience of recent years shows, volunteers, active neighbourhoods and communities exemplify an immigration-friendly culture and support both refugees and state actors alike. Fast and sustainable integration would not be conceivable without them.

5. Interreligious dialogue as part of the integration concept?

Religion, the outwardly visible commitment to faith and its influence on the integration process are the subject of increasing controversial debate in Germany. It has become increasingly evident – both in terms of this observation as well as of the participation process for this integration concept – that, for many people, one's own religion plays an important role in shaping one's personal identity.

The commitment of churches, umbrella organisations of different religious groups and many local religious communities in Hamburg helped greatly in easing the situation in late 2015/early 2016, by providing existential help and getting new immigrants initially integrated into local communities. It became particularly clear during this time that faith and interreligious dialogue can have the ability to shape identities and bring peace.

The current Religion Monitor put out by the Bertelsmann Stiftung in March 2017 confirms¹² this statement and emphasises the special role of Muslim communities during this period. At the same time, the question of the relationship of our society to Islam, and vice versa, was repeatedly raised in this concept's process of participation.

Agreements concluded and signed on 13 November 2012 with Muslim communities and the Alevite community certainly have an integrating effect. They build on agreements that were established with Christian churches and the Jewish community a long time ago. Rights and obligations guaranteed by the constitution and under law are confirmed and adhered to in them.

The agreements go well beyond that of just a mutual gesture. The city recognises that Islam exists in Hamburg and that Hamburg citizens of the Muslim and Alevite faith are equal citizens of our community. The agreements provide clarity on a variety of different areas of religious coexistence (recognition of holidays, design of religion education as a shared responsibility) and emphasise cooperation on all issues which are relevant to society. They not only make the most out of the more than 130,000 citizens of Muslim

Academy of World Religions

Thanks to the Academy of World Religions (Akademie der Weltreligionen) at the University of Hamburg, the city Hamburg boasts an outstanding committee dedicated to exploring interreligious dialogue in research, teaching and society. The academy provides a venue for networking and discussing theologies and teaching about the great religions in a scientific context.

The Academy of World Religions is a unique nationwide approach. Academics from various disciplines and representatives of the religious communities contributed to the development of the Academy of World Religions. The perspectives of different religions, such as Alevism, Buddhism, Christianity, Hinduism, Islam and Judaism, were included from the very beginning.

The Academy of World Religions also takes a public stand on critical questions regarding interreligious dialogue and acts as a mediator in conflict situations.

www.awr.uni-hamburg.de/de.html

¹² Engagement für Geflüchtete – eine Sache des Glaubens? Die Rolle der Religion für die Flüchtlingshilfe.' (Commitment to refugees – an issue of faith? The role of religion in helping refugees.) Alexander K. Nagel und Yasemin El-Menouar, Bertelsmann Stiftung, March 2017.

faith living in Hamburg, but also represent an asset for all of society. They can be considered as an expression that the citizens of Hamburg believe in Muslims and appreciate them. And vice versa: people of Christian, Jewish or other faith as well as agnostics can feel reassured that their beliefs and thoughts will not be threatened or restricted in any way.

Despite the importance of interreligious dialogue for integration, there is a separation of religion and state in Germany. That is an indispensable principle of the German constitution. Transparency and the freedom to publicly discuss the affairs of religious communities must be guaranteed. This explains why interreligious dialogue should not be governed by the control mechanisms of a state-formulated concept of integration, but instead should fall under the responsibility of religious stakeholders and civic actors in our society.

6. The role of the media in the debate on integration policy

The role of the media in the debate on integration policy was already intensively and heavily discussed while developing the 2013 integration concept. The Integration Advisory Council (Integrationsbeirat), in particular, has called for greater discussion with media representatives in the past (and current) years. The goal to 'Improve media integration' (i.e. to promote cultural and ethnic diversity)¹³ is also outlined at a federal level in the 2012 National Action Plan for Integration by the federal government of Germany. As non-partisan actors, journalists have a special responsibility to promote communication and understanding in the public debate. Words and images shape our image of ourselves and highlight the growing cultural diversity of our society. Recent developments have emphasised the importance of the media and its – alleged or actual – effects. Part of the public discussion revolves around the question: does the media (including traditional forms as well as social media) see the potential and opportunities of the growing diversity or is immigration primarily discussed as being problematic?

Restricting content for public communication (i.e. possibly enforcing 'language regulations') is not compatible with a liberal society and as such cannot be enforced in a democracy. It's up to the media professionals or rather their publishers, broadcasters, etc. alone to decide what is worthy of being published and how it happens.

Guiding principle (2013/2017)

'We want social diversity to be a natural part of the media industry and its products.'

Nevertheless, it's important to engage in discussion with journalists, and that's why dialogue is also taking place. How to avoid stereotypical portrayals, how to deal with certain concepts in a sensitive manner and how not to fall for 'fake news' are regularly the object of professional ethic contemplation. The voluntary commitment to deliver non-discriminatory reports on sometimes intercultural sensitive topics is stipulated in journalism standards, press codes as well as in the basic principles of programmes. Comprehensive, individually developed glossaries also exist that explain terms as well as their political, social and historical relevance.¹⁴

Best practice example Hamburg Media School



Since the spring of 2016, the Hamburg Media School has offered a six-month course programme followed by an internship in a Hamburg-based media company or film production company to media professionals with a history of migration, no matter what their immigration status. The goal of this programme is to give individuals a thorough overview of the German media landscape in the hope that they can enter or re-enter the professional workforce. Classes focus on subjects such as film, journalism and media management and are supplemented with legal and sociological seminars (democracy and participation, constitutional law, media law, etc.).

The programme is funded by the Hamburg Parliament's Integration Fund (official publication 21/6762) as well as through donations. The instructors work on a pro bono basis for this programme.

'I believe that this programme will enable a new generation of international artists, scientists, publicists, intellectuals – or simply put – spiritual allies to grow – the likes of which have never been seen before.'
(Professor Richard Reiting, Head of the Programme)

¹³ See www.bundesregierung.de/Content/DE/_Anlagen/IB/2012-01-31-nap-gesamt-barrierefrei.pdf

¹⁴ Cf., B. New German Media Professionals, <http://glossar.neuemedienmacher.de>.

Based on the special degree of independence awarded to journalism through the constitution, the question of having specific goals for media reporting or structurally developing media (e.g. in the direction of heterogeneous design of production and administrative structures) is not even asked. Two notable developments, however, should be highlighted: firstly, that the media behaviour of people with and without a migration background is becoming more and more similar over the generations; secondly, that an increasing number of people with a migration background are becoming more involved and visible in print media, broadcasting and online media.¹⁵

In addition, the state agreements (ZDF Interstate Agreement and Deutschlandradio Interstate Agreement) which were just recently amended call for greater intercultural opening in the selection of council/committee members (ZDF Television Advisory Council and the Deutschlandradio Radio Broadcasting Advisory Council, cf. info box).

The Senate will continue to hold events for dialogue between representatives of the media and people with a background of migration. It will make sure to emphasise aspects of gender equality in particular. The Senate communication department continues to provide media-appropriate, factual information on the circumstances and developments in Hamburg. It provides comprehensive information on immigration and integration policy issues.

7. Participation procedure

The Senate's integration policy, in particular the integration of refugees who have immigrated since 2014, has gained a lot of publicity in Hamburg as well as nationwide. The citizens of Hamburg are highly involved in this process, engaging not least in a wide variety of associations and initiatives such as the Hamburg Alliance of Refugee Initiatives (Bündnis Hamburger Flüchtlingsinitiativen – BHFI) or the umbrella organisation for Initiatives for Successful Integration (Initiativen für erfolgreiche Integration – IFI).

In view of the above, the Senate has given the participation process an even greater role in the updated and revised version of integration concept as compared to when the concept was developed in 2013. The most important aspects and elements of integration and the (initial) integration of refugees were discussed in 40 different events held with various stakeholders from civil society, interest groups and institutions¹⁶ from November 2016 to March

Members of the Television Advisory Council/Radio Broadcasting Advisory Council:

ZDF Interstate Agreement (ZDF-Staatsvertrag): There is one 'migrant' representative from the federal state of Hesse serving on the Television Advisory Council in accordance with Section 21 paragraph 1 q) clause gg), one 'Muslim' representative from the federal state of Lower-Saxony serving on the council in accordance with clause ii), one 'inclusive society' representative from the federal state of Rhineland-Palatinate serving on the council in accordance with clause kk), and one 'LGBTTIQ' representative from the federal state of Thuringia serving on the council in accordance with clause pp).

Deutschlandradio Interstate Treaty: There is one member serving on the Radio Broadcasting Advisory Board who is a representative of the Federal Migration and Integration Council (Bundeszuwanderungs- und Integrationsrat) in accordance with Section 21 of the Deutschlandradio Interstate Treaty (DLR-StV) No. 8 and a representative of the Lesbian and Gay Association (Lesben- und Schwulenverbandes e.V.) in accordance with No. 10.

Documentation of the participation process

Events held during the participation process are externally moderated by the Lawaetz Stiftung. All specific feedback is then documented in detail.

A complete overview of the actors involved and a summarised presentation of the results can be found at hamburg.de under the following link:

www.hamburg.de/integrationskonzept

The results of the online survey can also be found here.

¹⁵ Cf. annual report of The Expert Council of German Foundations on Integration and Migration 2010, Chapter on Media (Sachverständigenrat deutscher Stiftungen für Integration und Migration), Chapter on Media, p. 210, www.svr-migration.de/wp-content/uploads/2017/05/SVR_Jahresgutachten_2010.pdf

¹⁶ An integration advisory council, senior citizens' council, charitable associations, refugee initiatives, resident councils of initial reception facilities, students from international preparatory classes, local events in the seven districts of Hamburg are just a few examples.

2017. Possible areas where a lot of catching up may be necessary were identified and many subjective experiences were also shared at these events. The target group of refugees (including resident councils, youth) were also included in this process.

The competent authorities and administrative offices have reviewed and evaluated the feedback provided in the form of statements, open questions and proposals for specific measures and for the development of integration indicators according to whether they can be included in the technical and/or local socio-spatial projects of the authorities and administrative offices. An analysis was also conducted as to whether the data, which is required for proposals relating to the addition of further indicators of integration, is readily available.

Not all participation process feedback which was positively received by the authorities and administrative offices is explicitly included in the updated 2017 integration concept due to the fact that this document only represents an extract of the technical strategies for action. These excluded ideas, however, will be incorporated into or have already been established in the technical concepts of the authorities and administrative offices. One such example is the request to provide multilingual information for parents in schools or day-care facilities that already exist.

Suggestions and proposals made on topics over which Hamburg has no direct influence could not be taken into account. This applies, in particular, to comments made on issues of asylum. For example, it was often mentioned that the long-lasting procedure of asylum and the uncertainties that arise thereby for individual asylum seekers would stand in the way of successful integration. The Senate of Hamburg also shares this view and is making every effort to remedy the situation within the scope of its resources.

In order to achieve the widest possible participation of Hamburg's population beyond the participation of the various committees and stakeholders, all Hamburg residents had the opportunity to participate in an online survey between early November and mid-December 2016. 530 persons took part in this survey. In their own view, the respondents were asked to identify the most important areas of action for the integration concept as well as those that have not been considered yet (based on the former draft outline). They were also asked to subjectively evaluate the practical integration policy in Hamburg. The majority of these respondents made statements about norms and values, living together in the urban quarters, volunteering and accommodation.

As a result of the mandate arising from the official publication 21/5231, namely to further develop the integration concept into an 'Integration Masterplan', six talks with representatives from the IFI were held between November 2016 and May 2017. The discussions focused on the labour market, early childhood education and school. For further information on the 'Masterplan', see Section B.4. For information on the other results, please refer to Appendix 1.

Two other suggestions made by the umbrella organisation IFI are also being acted on. Firstly, the Expert Council of German Foundations on Integration and Migration (SVR) was commissioned to prepare a scientific expert report on the integration concept. The results were presented to the state council's steering committee in August 2017. Secondly, the SVR was also mandated to establish an integration barometer for Hamburg on behalf of a request made by the IFI umbrella organisation (see info box).

Integration barometer

The SVR's integration barometer is a representative survey of citizens living in Germany. It measures the climate of integration in the host society and takes a survey of the citizens' beliefs and expectations regarding the integration and migration policies of the federal, state and local governments.

The barometer is unique in that it measures the beliefs and expectations of both individuals with and without a migration background and thus complements statistics which are based solely on structural indicators.

More than 5,000 people are randomly selected to take the integration barometer survey every two years. Hamburg and other federal states such as North Rhine-Westphalia have commissioned representative surveys for their own citizens.

www.svr-migration.de/barometer

B. 'Quantifiable' participation – control through indicators and target values

1. The concept of the migration background

Various target parameters and indicators are used to measure whether people with and without a migration background are or are not equal in our society and have the same opportunities for participation, or whether there is still a need for action through integration policy. This, however, assumes that statistics can reliably differentiate between people with and without a migration background, which is only true in some cases.

The concept of the 'migration background' (see info box) is also controversial. Firstly, the definition is very broad, referring to people from a large variety of countries, economic conditions, family relationships and cultures. They are extremely heterogeneous when it comes to their life plans and their skills as well as their cultural, political, personal and religious convictions. Many were born in Germany, meaning that their families live in Germany as the second or third generation and that they have spoken German from a very early age. On the other hand, almost half of the 630,000 of Hamburg residents with a migration background already have German citizenship (see information above) and/or do not associate with their 'background' or think anything more of it than something that distinguishes them from the 'rest' of society.

The view associated with generalising things into parts is perceived and felt by many to be stigmatising due to the fact that it indicates the need to be integrated which, in many cases, is not required at all or no longer required. In the participation process for further developing the integration concept, some very emotional discussions, particularly among those who were born here or have lived in Germany for a long time, were sparked. Using other terms such as 'people with an immigration history' or 'people with migration experience' also does not help to ease the situation at this point which is why the 2017 integration concept continues to use the statistically more precise term 'migration background' as it is used in Zensusgesetz (2011 census act).

The survey of the migration background will (must) be used as a statistical tool as long as it is still necessary to measure structural discrimination. A more suitable concept

Migration background survey

In accordance with the decision of the 9th Integration Ministers' Conference (Integrationsministerkonferenz) held in 2014, the definition outlined in the 2011 Census is used for the migration background survey. According to this census, people with a background of migration are:

1. foreigners (not in possession of German citizenship);
2. or individuals who were born abroad and immigrated to Germany after 31 December 1955 (in possession of German citizenship); or
3. or individuals who have a parent born abroad and who immigrated to Germany after 31 December 1955.

Unlike before 2014, there is now only a small group of individuals who no longer have a background of migration as based on this concept: a) persons who immigrated to Germany before 1956 b) naturalised German citizens whose parents were also born in Germany, and c) children of German-born emigrants or naturalised persons.

does not currently exist. This concept is also used as the basis, for example, for state monitoring. In it, the federal states (Länder) have agreed to survey selected indicators and discuss the results as well as any updates during the annual Integration Ministers' Conference (Integrationsministerkonferenz).

2. Explanations of further methods

From the point of view of integration policy, it would highly be desirable to use data for all indicators and target values that relate to statements about the migration background. This, however, is often not possible. Providing information on migration background is generally voluntary. The majority of the information is provided by analysing the mi-

¹⁷ The micro-census is a representative household survey of official statistics in Germany. Around 830,000 people living in approx. 370,000 private households and shared accommodation are interviewed on their living conditions as representatives for the entire population. These individuals represent 1 per cent of the population who were randomly selected based on a predefined procedure.
Cf. <https://www.destatis.de/DE/ZahlenFakten/GesellschaftStaat/Bevoelkerung/Mikrozensus.html>

cro-census' 1% random sample every year.¹⁷ On the other hand, the (small) size of the random sample statements distorts the accuracy of the content the smaller the area is.

As a result, the statistical datum 'foreigners' had to be used as an alternative in many cases in order to be able to comment on the state of integration or measures for promoting integration.

As far as data was available, gender-specific aspects were also taken into account when formulating sub-goals, indicators and targets. Structural exclusion does not merely occur due to migration-specific barriers or access barriers, such as insufficient language skills, legal access barriers or cultural barriers to understanding. The structural exclusion can (also) be gender-specific. In this context, reference is made to the Senate's 'Gleichstellungspolitische Rahmenprogramm' (Gender-equality framework programme) (see official publication 20/7126) and the 'Aktionsplan für Akzeptanz geschlechtlicher und sexueller Vielfalt' (Action plan for the acceptance of gender and sexual diversity) (see official publication 21/7485).

3. Further development of sub-goals, indicators and target values

On the one hand, the subject-related areas of action have been further developed in this updated version of the integration concept. On the other hand, all sub-goals, indicators and target values have been intensively and critically discussed with external participants as well as with the competent authorities and administrative offices.

Indicators selected for the concept were required to provide information on the state and progress of integration, or in other words, to measure the impact and results of integration policy (so-called participation indicators that describe, for example, how the educational attainments of people with and without a migration background are converging), or at least describe measures promoting integration (so-called process indicators that describe what offers the state provides, for example, in language training or migration counselling).

Results-oriented or impact-oriented indicators for subjects for which the state is directly responsible for structuring the equal participation of all Hamburg citizens, such as in the areas of language training, early childhood education and school education, are easier to define than as, for example, the subject areas of employment and housing. Whether the goals and target values defined here can be achieved depends almost entirely on the reaction of the clients involved or the actions of third parties or other external societal factors.

This is even more pronounced in the case of process indicators as it's up to the people themselves to decide whether a senior citizens' club or a sports club is accepted by people with and without a migration background, or whether people in our city want to meet each other in the urban quarters. It is assumed here that there is a causal relationship between the acceptance of these offers and the improved participation or another quality of dialogue between this city's citizens.

Determining whether the attitudes of people with or without a migration background change is only possible with socio-scientific surveys where people voluntarily participate. This is one of the reasons why Hamburg decided to commission an analysis of the 'Integration barometer' geared specifically towards Hamburg (see info box, page 16). In the future, this will make it possible to make statements about how people live side by side and feel a sense of belonging. It will also make it possible to assess the importance of citizenship and other attitudes and values.

The different sub-goals and indicators which were ultimately selected for the 2017 Integration Concept therefore reflect the wide diversity of the range of topics covered in it. For each of these indicators, the comparative values for 2014, 2015 and 2016 are not only reported, but a target value for 2018 is also identified. The sub-goals and indicators shown here do not claim to be complete, and as such, do not replace the existing technical concepts.

Instead, the intention is to systematically further develop the sub-goals and indicators as well as to prepare a (simplified) reporting system that supports political evaluation and discourse with interested citizens and experts.

4. Selection of masterplan indicators

The mandate to supplement and adapt the indicators and target figures of the integration concept as well as to develop the integration concept into a master plan, etc. is outlined in the following request made by Hamburg Parliament: 'Konsens mit den Initiatoren der Volksinitiative Hamburg für gute Integration' (Consensus with the initiators of the people's initiative "Hamburg für gute Integration") (official publication 21/5231).

The following has been agreed with the umbrella organisation IFI in regards to the 'masterplan': based on around 50,000 refugees living in Hamburg at the end of 2016, particularly relevant indicators (of participation) shall be selected for the topics of language training for adults, early childhood education, schooling, training, and the labour market, which the IFI views as being very valuable for the assessment of successful integration. A time period of ten years shall also to be used for the target values and objectives (2025 perspective). Two exemplary indicators shall supplement these indicators in order to clearly differentiate between discussions held with individuals with and without a migration background ('Local integration').

The composition of masterplan indicators is thus based on the ideal 'educational and professional biography' which in turn is a required for participating in other areas of society (housing, culture, etc.).

Section C below provides an outline of these masterplan indicators. It deals with the main areas of focus of the integration concept, both in the tables containing the sub-goals, indicators and target values, as well as in the accompanying explanations which have been highlighted in different colours than the other indicators. An explanation of the medium to long development up until 2025 is also provided, subject of course to the framework conditions that can be identified at present.

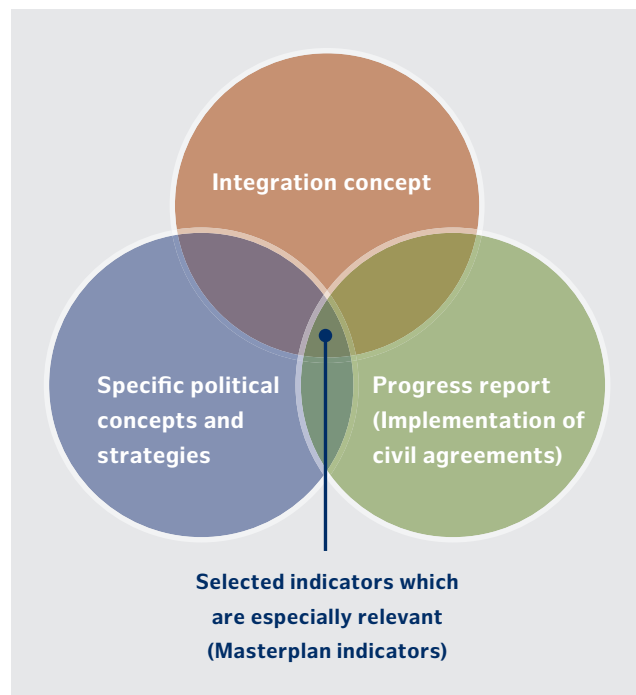


Figure 2

Image: BASFI

In addition to the masterplan indicators, the central approaches towards integration policy and action strategies of the competent authorities and administrative offices are stipulated in subject-based chapters. Where appropriate, these have been presented differently for the target group of refugees/immigrants and for the target group of people with a migration background who have been living in Germany or Hamburg for a longer period of time.

C. The integration concept's main areas of focus

To consistently update the 2013 Integration Concept, the main part of the 2017 Integration Concept has been divided into seven main areas of focus with further subdivisions, some of which have been updated (e.g. 'Naturalisation') and some of which are entirely new (e.g. 'Norms and values', 'Accommodation and integration into private housing').

For each area of action, the overall guiding principles (changed into 'we' statements), goals, target values and indicators in the 2017 Integration Concept have been revised/updated or also specified for the first time. Nevertheless, many of the sub-goals presented in this concept are only meant (to continue) as an appeal. After all, the state

cannot impose specific goals upon all the actors who influence the integration of refugees and immigrants. As a result, they are provided 'for information purposes only'.

The areas of focus and their structure have been intensively discussed throughout the participation process. It is not possible to formally and clearly categorise every chapter due to the fact that aspects of life described in the chapters touch upon several technical areas of action. The following figure shows the categorisation structure selected: The (initial) integration of refugees is an issue that affects multiple sectors and almost all areas of action, meaning that it cannot be viewed purely on its own. The arrival



Figure 3: Categorisation of main areas of focus

Image: BASFI

phase and initial integration were therefore integrated into the subject areas.

Other aspects are also handled as issues affecting multiple sectors. These include the following:

- Consideration of gender-equality policy aspects in accordance with the Senate's gender-equality policy framework programme,¹⁸
- Promotion of integration on a district level,
- Specific integration policy requirements in areas identified in the Integrated Urban Development Framework Programme (Rahmenprogramm Integrierte Stadtteilentwicklung – RISE), and
- Intercultural opening of non-governmental institutions (associations, housing associations, etc.)

There are also other topics of integration policy that correspond with other Senate projects. Reference is therefore made in the relevant sections to these state programmes and concepts, which include in particular:

- Suppression of right-wing extremism and malicious acts towards minorities,¹⁹
- Suppression of religiously motivated extremism,²⁰
- (Anti-) discrimination,²¹
- Protection of victims,²²
- Hamburg state action plan for the implementation of the UN Convention on the Rights of Persons with Disabilities,²³
- Demographic concept 'Hamburg 2030',²⁴
- 'Aktionsplan für Akzeptanz geschlechtlicher und sexueller Vielfalt' (Action plan for the acceptance of gender and sexual diversity),²⁵
- Sustainability strategy.²⁶

¹⁸ Please refer to official publication 20/7126, 'Selbstbestimmung und gerechte Teilhabe. Gleichstellungspolitisches Rahmenprogramm 2013–2015 des Senats der Freien und Hansestadt Hamburg' (Self-determination and fair participation. 2013–2015 equality policy framework programme of the Senate of the Free and Hanseatic City of Hamburg) as well as as official publication 21/7841 'zum aktuellen Sachstand der Weiterentwicklung des Gleichstellungspolitischen Rahmenprogramms' (Current status of the further development of the gender-equality framework programme).

¹⁹ Please refer to official publication 20/9849, Hamburg – Stadt mit Courage. Landesprogramm zur Förderung der demokratischen Kultur, Vorbeugung und Bekämpfung von Rechtsextremismus (Hamburg – a city with courage. State programme for the promotion of a democratic culture, the prevention and suppression of right-wing extremism).

²⁰ Please refer to official publication 21/5039, 'Stellungnahme des Senats zu dem Ersuchen der Bürgerschaft vom 11. November 2015 „Effektive Maßnahmen gegen gewaltbereiten Salafismus und religiösen Extremismus auch in Zukunft fortsetzen' (Statement issued by the Senate in response to the request made by Hamburg Parliament made on 11 November 2015 'Continuation of effective measures against violent Salafism and religious extremism') (official publication 21/2196).

²¹ Please refer to official publication 20/12555, 'Stellungnahme des Senats zu dem Ersuchen der Bürgerschaft vom 13. Februar 2013' (Statement issued by the Senate in response to the request made by Hamburg Parliament on 13 February 2013) (official publication 20/6658) 'Vielfalt fördern – Diskriminierungen abbauen/Kein Raum für Rechtsextremismus und Alltagsrassismus in Hamburg' (Promoting diversity – reducing discrimination/no room for right-wing extremism and everyday racism in Hamburg).

²² Please refer to official publication 20/10994, 'Konzept zur Bekämpfung von Gewalt gegen Frauen und Mädchen, Menschenhandel und Gewalt in der Pflege' (Concept for combatting violence against women and girls, trafficking and violence in the care industry).

²³ Please refer to official publication 20/6337, 'Umsetzung des Übereinkommens der Vereinten Nationen über die Rechte von Menschen mit Behinderungen (UN-Konvention) in Hamburg – Landesaktionsplan' (Implementation of the United Nations Convention on the Rights of Persons with Disabilities in Hamburg – State Action Plan).

²⁴ Please refer to official publication 20/11107, Demografie-Konzept Hamburg 2030: Mehr. Älter. Vielfältiger (Demographic concept 'Hamburg 2030: More. Older. Highly diverse.') The concept is currently being updated.

²⁵ Please refer to official publication 21/7845, 'Aktionsplan des Senats der Freien und Hansestadt Hamburg für Akzeptanz geschlechtlicher und sexueller Vielfalt' (Action plan of the Senate of the Free and Hanseatic City of Hamburg for the acceptance of gender and sexual diversity).

²⁶ Please refer to official publication 21/9700, 'Umsetzung der Nachhaltigkeitsziele der Vereinten Nationen' (Implementation of the United Nations' sustainable development goals), in particular the social sustainability criteria.

I. Naturalisation and political involvement

As previously mentioned, every third person in Hamburg now has a background of migration, from which over half possess German citizenship. People with a background of migration therefore represent an ever-growing proportion of society. This makes it all the more important to think about and consider their living situations and maybe even their specific points of view when it comes to social and political issues and the improvement of framework conditions. Only when people with a migration background can help shape our society as intensively as people without a migration background can we truly speak of full political participation. Integration requires participation and participation promotes integration: we identify with that which we actively help shape.

The Senate-appointed Integration Advisory Council has been playing a central role here for many years now. Six out of the seven administrative districts (except for Eimsbüttel) have also developed different kinds of participation programmes for individuals with a background of migration over the course of the last few years. These programmes range from formal roundtables (District Office of Hamburg-Nord) to providing all eligible district voters with the possibility to elect the representatives for an integration advisory council (District Office of Harburg).

In addition to the activities of these advisory councils, the scope and intensity of political participation of people with a migration background should be increased. However, the Senate can only influence some particularly important institutions, such as the political parties, by making appeals.

1. Naturalisation

'We stand for legal equality and political participation through naturalisation!'

In 2011, the Senate declared that it is its goal to have more foreign nationals living in Hamburg adopt German citizenship. After all, full participation in politics and society is only possible with citizenship. As part of the naturalisation campaign, people eligible for naturalisation are sent a letter from the First Mayor of Hamburg which calls for people to think about adopting German citizenship.

Naturalisation assistants, naturalisation ceremonies and accompanying public relations work also make up part of the naturalisation campaign entitled 'Hamburg. My Harbour. Germany. My Home.' (Hamburg. Mein Hafen. Deutschland. Mein Zuhause.). The naturalisation ceremonies, in particular, are very inspiring. They take place several times a year and play an important role in creating a sense of identity. One of the most common phrases spoken at these celebrations is: 'I'm a resident of Hamburg. And that's why I decided to become a German citizen.'

Best practice example Naturalisation assistants



When it comes to the decision to naturalise and the naturalisation process, Hamburg citizens with a migration background from a wide variety of countries of origin are available to provide advice and guidance to all individuals of different nationalities who are interested in naturalisation.

The assistants work on a voluntary basis and provide support by travelling to communities to provide information and assist individuals with the actual process of application.

www.einbuengerung.hamburg.de/der-film

A compromise regarding the abolition of single citizenship law (the requirement for foreigners to choose one nationality) was found at the beginning of the 18th legislative period: individuals born and raised in Germany with German and foreign citizenship no longer have to forfeit one of their

²⁷ For additional details, visit: http://www.bmi.bund.de/DE/Themen/Migration-Integration/Optionspflicht/optionspflicht_node.html

nationalities when they reach the age of 21.²⁷ This compromise has indeed eased the issue of nationality for persons who grew up in Germany living with multiple citizenship.

This, however, only affects a limited group of people, which is why the Senate's goal in general is to accept multiple nationalities, especially in the case of naturalisation.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Increasing the number of naturalisation cases	a) Number of consultation sessions	9,737	8,463	9,507	8,500
		b) Number of applications	6,839	6,666	6,606	6,500
		c) Number of naturalisation cases	6,492	5,891	5,819	-
			m: 3,004 f: 3,488	m: 2,674 f: 3,217	m: 2,682 f: 3,137	

Explanation of indicators and target values:

(1a) The number of consultation sessions indicates the extent of people interested in potentially being naturalised and thus reflects the desire for complete integration. It can be assumed that this number correlates with measures undertaken, such the letter resent by the First Mayor of Hamburg in 2017 as well as with the work of the naturalisation assistants. The naturalisation ceremonies are also enormously appealing, and since a large number of ceremonies have already been achieved, the stabilisation of their numbers can be seen as a success.

(1b) is similar to (1a). This indicator only differs in that it enables the possible differences between the initial interest in German citizenship and the actual decision to adopt German citizenship to be made transparent.

(1c) In the long term, this indicator gives the most accurate picture of how successful the effort for greater naturalisation really is. Letters sent by the First Mayor of Hamburg reach a very large group of people. The immigration status and length of stay were only checked here. Since a number of other conditions must also be met in order to obtain German citizenship, it is not possible to automatically deduce the expected number of new naturalisations from the number of addressees. For that reason, no target value is provided here.

Data source (1a) to (1c): Einwohnerzentralamt (Central Residential Registry Office).

2. Political parties, Hamburg Parliament, district assemblies and deputations

'We want a democratic community in which all Hamburg citizens have the chance to get involved and be heard!'

Political parties are the central institutions of the political system. They bring the interests of different groups of the population together and introduce them into the democratic decision-making process. The participation of people with a migration background in political decision-making processes, both as party members and as elected office holders and functionaries, is also a sign of successful integration. They, however, are still underrepresented in the political parties.²⁸ Political parties therefore continue to endeavour to increase the share of people with a migration background and to increasingly reach them in their public relations work.

The Senate has no influence over political participation due to the requirement for the separation of powers. It can only promote set goals. As a result, the table shown below is only appellative in nature.

The participation of people with a migration background in the deputations as a special Hamburg institution should be promoted in a targeted manner. These civic bodies are established at state authorities and decide on all matters of fundamental importance.²⁹ During the reappointment of the deputations at the beginning of the current legislative period, the President of BASFI asked the President of Hamburg Parliament to remind the parliamentary parties of the importance of the political participation of people with a migration background.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Parliaments also represent citizens with a migration background	a) Share of parliamentarians with a migration background in the Hamburg Parliament (figures in per cent)	-	11.6	-	-
		a) Share of parliamentarians with a migration background in the district assemblies (figures in per cent)	-	24.4	-	-
2	Deputations also represent citizens with a migration background	Proportion of deputies with a migration background (figures in per cent)	16	-	-	-

Explanation of indicators and target values:

(1) The Senate cannot and must not exert any influence in this area. As a result, no target values are provided here. The regular recording of the above indicators can, however, have an impact on integration policy. The 2015 value provided for the district assemblies is based on an anonymous and voluntary survey conducted by all district offices with a response rate of 38 per cent.

Hamburg Parliament data source: Integration monitoring of the federal states (Länder).

District assemblies data source: District office surveys.

(2) The Senate is also not allowed to exercise any influence in this area. As a result, no target values are provided here. It is proposed that a share of least 20 per cent be aspired to. The 2014 value provided here is based on an anonymous and voluntary survey of all deputies in the authorities with a response rate of 42 per cent. A survey is planned for the current legislative period.

Data source: Surveys of the competent authorities.

²⁸At least 52 per cent of all people with a migration background have German citizenship.

²⁹A deputation exists for every competent authority in Hamburg. In accordance with Article 56 of the Constitution of the Free and Hanseatic City of Hamburg, deputations are meant to ensure the participation of the citizens in the administration of their city. The deputies are appointed by the Hamburg Parliament. Deputies must be eligible to vote for the district assemblies (Section 7 Paragraph 2 Hamburg Law on Administrative Authorities). German citizens as well as citizens of the EU are, therefore, eligible to vote (Section 4 District Administration Law [BezVWG]).

II. Strengthening democracy and participation

Anyone who wants to live and make it in a country whose official, common, cultural and colloquial language is different than the one spoken in their home country must – in their own interest and in the interest of their new neighbours – use and master the new language as quickly and well as possible. This sounds like common sense, and a large portion of immigrants living in Germany have actually succeeded in achieving this goal. Proof of this is the high number of individuals who have become naturalised in Hamburg and who possess and have proven their excellent knowledge of German.

German, however, is not an easy language. For immigrant children and children born in Germany with a migration background, learning German represents little to no problem at all. For adult immigrants as well as for refugees, learning German takes a great deal of effort and perseverance, especially in a situation where lots of new things are happening all at once. Without help, it's an impossible task. Sufficient knowledge of German is a basic requirement for being able to participate in our society and for being able to actively think about norms and values. All other educational and participation offers as well as the integration into working life are tied with knowing German.

1. Language training for adults

'We want adults who have fled to us or immigrated to Hamburg to be able to learn German in a timely and comprehensive manner in order to be able to take advantage of their opportunities for active participation!'

The federal government's contribution to this goal is the basic offer of the integration course which is meant to promote the social, cultural and economic participation of immigrants. It consists of a language course and an orientation course.

The goal of the language course is to teach sufficient German language skills up to the B1 level of the Common European Framework of Reference (CEFR).³⁰ The language course is composed of 600 teaching units. Courses for specific target groups are also offered: both smaller scale options (intensive course with 400 teaching units) and larger scale options (900 teaching units for the parent and women's integration course, literacy course, youth integration course, secondary alphabet course, remedial course, and course for people living with disabilities). The respective course offers should take into account the special needs and the educational level of the respective group. Hamburg is currently working with the Senate Coordinator for Equal Opportunities for Disabled Persons and the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge – BAMF) to establish a special offer of courses

for visually impaired people in Hamburg. Berlin, Chemnitz and Würzburg are currently the only cities to have such programmes available.

The orientation course aims to teach immigrants and refugees norms and values, culture and the history of Germany. They should be introduced to what it's like to live in Germany so that they can handle all matters of daily life on their own (for further information, see Chapter C.II.3 Norms and values).

The target group of the federal government's integration course is immigrants without adequate knowledge of German who are legally and permanently residing in Germany. Since October 2015, asylum seekers with 'good prospects of remaining in Germany' can now also participate in the integration course and, if necessary, can even be required to participate. They include asylum seekers from countries of origin with a protection rate of more than 50 per cent (as of 30 June 2017: Syria, Iran, Iraq, Eritrea and Somalia).

Immigrants and asylum seekers with good prospects of remaining in Germany are continuously prepared for the labour market in subsequent job-related language training. In general, language training usually commences starting above the B1 level. From mid-2017, however, modules below B1 shall also be offered due to the fact that not all graduates of the integration course will be able to reach this B1 level.

³⁰ The Common European Framework of Reference for Languages (CEFR) is concerned with assessing progress made in the learning results of a foreign language (www.europaecischer-referenzrahmen.de).

The state-funded programme 'German courses for refugees' (Deutschkurse für Flüchtlinge) complements the federal government's integration course. Since the federal government has only opened up its integration course to refugees with 'good prospects of remaining in Germany' up until now, significant work remains to be done for a large portion of asylum seekers who would otherwise not be provided access to professional language training. State resources are, therefore, used to fund provisions for refugees who (still) do not have access to the federal government's integration course.

Support is also offered to adults who have been living in Hamburg for a longer period of time and are still unable to speak and write German adequately. The adult education centre Hamburger Volkshochschule (VHS) offers a sophisticated programme of open and transparent courses at all levels of the Common European Framework of Reference.

To support asylum seekers whose prospects of remaining in Germany are unclear, the federal government has funded initial orientation courses (Erstorientierungskurse – EOK) since 1 July 2017 in order to help these individuals get their bearings in Germany at relatively early stage. These courses provide asylum seekers with essential information about life in Germany whilst also providing them with their first German language skills (see Chapter C.II.3). For the first time, the federal government is now opening up the integration course to refugees with unclear prospects of remaining in Germany, thereby helping to close the gap between initial orientation and language training – a demand that the federal states (Länder), and in particular the city of Hamburg, have been making to the federal government for many years now.³¹

In order to ensure that a large number of women with children participate, the courses offered within the federal government's initial orientation course programme shall be supplemented with accompanying child care, for example, through open-ended childcare in their accommodation or in a location near to their housing (for further information, see Chapter C.III.1 Early childhood education).

The future demand for state-financed provisions for initial orientation and language, for example, for people with special educational needs, shall develop depending on the federal government's design of this funding instrument.

Language training is supplemented with voluntary provisions, which provide help with first getting adjusted in

Best practice example 'Dialogue in German'



The joy of practicing language is the focal point of conversations held with volunteers (with and without a background of migration). The libraries provide participants with an attractive yet safe location to meet and learn. The groups consist of a diverse range of ethnicities. In 2016, around 230 volunteers had enriching conversations with more than 34,000 immigrants in 4,300 group meetings.

The 'Dialogue in German' (Dialog in Deutsch) project holds its discussion groups in the main library located at am Hühnerposten but also in all other the Hamburg libraries scattered around the city. Participation is possible at any time without a need for registration.

www.buecherhallen.de/ehrenamt-dialog-in-deutsch

Best practice example 'Language in everyday life'



This project run by the Sprachbrücke-Hamburg e.V. offers different opportunities to talk in German around the entire city of Hamburg. These offers are aimed at adult immigrants who wish to strengthen and deepen their language skills through regular participation.

The conversations and discussions are intended to teach participants how to use German as it is used in practical and real-life situations. The main topics of the discussions change on a monthly basis and are geared towards the needs and wishes of the participants. During the last week of the month, an excursion that is related to one of the topics of discussion takes place in order for participants to explore their new town on a real-life basis. Thus, 'Language in everyday life' (Sprache im Alltag) combines language integration both in theory and practice.

www.sprachbruecke-hamburg.de

³¹ Most recently in the 12th Integration Ministers' Conference (Integrationsministerkonferenz) on 16/17 March 2017, please refer to www.sozialministerium.baden-wuerttemberg.de/de/integration/integrationsministerkonferenz/tagesordnung

Germany, introduce them to professional language support or offer free language training for obtaining the language skills required for everyday life all without having to jump through any bureaucratic hurdles. These are open to all adult immigrants regardless of the immigration status or their country of origin. Projects, such as 'Dialogue in German' (Dialog in Deutsch)³² offered by the libraries of

Hamburg and 'Language in everyday life' (Sprache im Alltag) offered by Sprachbrücke-Hamburg e.V. are just a few examples of semi-professional, socio-spatial voluntary offers.

The following target values take the expected numbers of immigrants into account.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Ensuring a sophisticated integration course in particular for parents, women and the illiterate	a) Number of new participants in integration courses	4,754 m: 1,871 f: 2,883	6,437 m: 3,193 f: 3,244	10,998 m: 7,204 f: 3,794	8,000 m: 4,000 f: 4,000
		b) Number of parent and women's integration courses	32	22	17	20
		c) Number of integration courses with literacy training	56	85	195	100
		d) Total number of integration courses	384	449	697	500
		e) Waiting time until course commencement	-	-	-	6 weeks
		For information purposes only: Total number of refugees with good prospects of remaining in Germany (new entries per year)	-	-	-	1,200 to 1,560
2	Improving language skills	Share of persons who passed the B1 language test required for the integration course (figures in per cent)	56.9	60.5	58.5	> 60
3	Ensuring vocational language training	Number of new participants in professional language training programmes	805	887	1,353	-
4	Ensuring state-funded language training for individuals with exceptional leave to remain in Germany and refugees with unclear prospects of remaining in Germany who (still) have no access to the federal government's integration course	Number of approvals granted for participating in the 'German courses for refugees' (Deutschkurse für Flüchtlinge) programme	882	1,263 m: 949 f: 314	2,391 m: 1,933 f: 458	1,200 m: 900 f: 300
5	Ensuring the initial orientation of refugees with unclear prospects of remaining in Germany by offering the opportunity to participate in BAMF's initial orientation courses and, if necessary, supplementary state-financed courses (voluntary offer) (Course commencement: from 1 July 2017)	a) Places available in initial orientation courses for refugees with unclear prospects of remaining in Germany	-	-	-	1,000 m: 500 f: 500
		b) Number of refugees with unclear prospects of remaining in Germany who have started the initial orientation course	-	-	-	1,000
		e) Waiting time until course commencement	-	-	-	6 weeks
		For information purposes only: Total number of refugees with unclear prospects of remaining in Germany (new entries per year)	-	-	-	1,200 to 1,560

Continued on the following page

³² These projects offer their volunteers obligatory professional qualification and support.

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
6	Ensuring a generally accessible, open and transparent offer of German courses at all CEFR levels (A1 to C2) at VHS	a) Number of participants at open German courses at VHS (excl. integration courses) ³³	5,418 m: 2,122 f: 3,296	5,586 m: 2,165 f: 3,421	5,356 m: 2,139 f: 3,217	5,400 m: 2,160 f: 3,240
		b) Number of individuals who have passed the B1 language test at VHS (excl. integration courses)	545 m: 287 f: 258	510 m: 253 f: 257	490 m: 263 f: 227	500 m: 250 f: 250
		c) Number of individuals who have passed the B2, C1 and C2 language test at VHS	437 m: 109 f: 328	402 m: 106 f: 296	468 m: 140 f: 328	460 m: 230 f: 230
7	Promoting voluntary language training for the application and deepening of acquired German language skills	a) Number of language groups in the 'Dialogue in German' (Dialog in Deutsch) project	74	80	104	100
		b) Number of language groups in the 'Language in everyday life' (Sprache im Alltag) project	-	-	39	35

Explanation of indicators and target values:

(1) The federal government is expanding its integration course provision based on the unexpectedly high number of participating asylum seekers. Fewer participants are expected in the future due to the significant decline in the number of asylum seekers in 2017. The integration course offer is based on supply and demand. Reliable findings on the federal government's plans for 2017 and the following years were not yet available as of the middle of 2017. The target values for 2018 have been determined based on capacity building and are subject to later adjustment.

The indicators in (1a) und (1e) are also **masterplan indicators**.

2025 outlook: A rate of at least 90 per cent should be achieved in providing refugees who have newly arrived in a year and have good prospects of remaining in Germany with federal government offers and, if necessary, with complementary offers provided by the state. The waiting time should be no longer than six weeks.

(1c) A decline in literacy courses is also expected as compared to 2016. One of the reasons for this is the decline in the number of refugees. The secondary alphabet course introduced by BAMF to provide individuals who cannot read and write the Latin alphabet with the opportunity to learn

it will also significantly relieve the demand for German literacy courses.

Data source: BAMF integration course business statistics.

On the question of future demand: We have had between 300 and 400 new refugees remaining in Hamburg in the last few months. With an average recognition rate of approx. 50 per cent (based on BAMF asylum statistics from August 2017, we had an average protection rate of 61.8 per cent from January to July 2016 and an average protection rate of 44.4 per cent during the same period from January to July 2017 Percent) and an average share of children and youth under the age of 18 of approx. 30 per cent, meaning approximately 100 to 130 people per month would either have to be provided with an integration course or an initial orientation course. As a result, around 1,200 to 1,560 people per year would require both of these courses. That is, of course, if the admission figures of refugees stays roughly the same

(2) The 60 per cent target value defined for 2015 has been reached. Since it must be assumed that there is growing demand for basic education and a lack of learning experience among the integration course participants, the maintenance of this target achievement to 2018 would already represent a success.

Data source: BAMF integration course business statistics.

³³ The VHS counts 'registrations' on a per course basis. Courses in the open course area generally last one semester (14 weeks). Integration courses are designed as modules consisting of 100 teaching units. There are 700 teaching units in a course for occupational language training in German. Since it's possible and common for individuals to enrol for a course in the spring (which is counted as one 'registration') while also simultaneously enrolling for the continuation course in autumn (which is once again counted as 'one registration'), the VHS counts this person as two separate registrations.

(3) The existing ESF-BAMF programme will gradually be replaced by federally funded, modular professional language courses by the end of 2017. An increase in the number of participants is expected. In order, however, to determine the goals for 2018, the first results of this support programme must be issued first. Data on differences between gender is not available.

Data source: BAMF business statistics/Report of the federal states (Länder).

(4) Several factors influence how demand for state-financed services offered within the 'German courses for refugees' (Deutschkurse für Flüchtlinge) programme shall develop. In addition to the expected decline in the number of asylum seekers, this also includes a possible further opening of federal integration courses to additional target groups.

Data source: Refugee Centre (Flüchtlingszentrum)

This indicator is also a **masterplan indicator**.

2025 outlook: A rate of at least 80 per cent should be achieved in providing refugees who have newly arrived in Germany and have unclear prospects of remaining in Germany with state language training offers and then with federal initial orientation courses. The waiting time should be no longer than six weeks.

(5) BAMF's initial orientation courses shall successively be introduced in Hamburg in the second half of 2017. The goal is to provide all refugees with unclear prospects of remaining in Germany with this offer and, if necessary, to supplement this offer with additional state-financed courses. Accordingly, there are no comparable figures for 2014 to 2016.

These courses impart knowledge about norms and values and provide essential information about (everyday) life in Germany. Refugees should simultaneously acquire their first German language skills. Refugees from safe countries of origin and asylum seekers who fall under the Dublin Regulation cannot participate in these courses. Voluntary offers are available to them instead.

After participating in an initial orientation course, asylum seekers whose prospects of remaining in Germany are still unclear can participate in a state-financed language course offered by the Free and Hanseatic City of Hamburg.

For 2017, BAMF Hamburg had approx. 1,000 course spots available in the initial orientation course (51 courses with an average of approx. 20 participants, six modules of 50 hours each). BAMF currently indicates that it shall continue to support its initial orientation/language training courses to cover demands as much as possible. Based on current estimates, demand-driven supply is possible if admission figures stay the same (number, protection rate).

Data source: BAMF integration course business statistics, BASFI.

This indicator is also a **masterplan indicator**.

2025 outlook: A rate of at least 80 per cent of the target group should be achieved in providing refugees who have newly arrived in a year and have unclear prospects of remaining in Germany with federal government offers and, if necessary, with complementary offers provided by the state. The waiting time should be no longer than six weeks. The offer of initial orientation courses which were recently introduced in 2017 is voluntary, which explains why the participation rate is slightly lower.

(6) The VHS offers German courses at all levels in order to fulfil the needs of immigrants who have been living in Hamburg for some time, etc. Several factors influence how demand shall develop in this area. In addition to the development of immigration as a whole, the quantity offered and the possibility to access offers funded by the federal government also have a decisive impact on demand.

Data source: VHS.

(7) A moderate decline is also expected in this area due to the dwindling number of refugees and the number of volunteers actively involved in refugee work.

Data sources: Hamburg public libraries, Hamburger Sprachbrücke e.V.

2. Migration counselling

'From the very first day, we want people who have immigrated to Hamburg or fled to us to be able to find their way in everyday life and know the standard benefits and offers that exist!'

In addition to integration courses, 'Migration Counselling for Adults' (Migrationsberatung für Erwachsene – MBE) and the 'Youth Migration Service' (Jugendmigrationsdienst – JMD) are the most important federal offers for the initial integration of immigrants.³⁴ They support the consultation of the standard state services.

MBE supports the integration process of new immigrants based on the different phases of integration. Consultation focuses on their skills and knowledge, and it also informs them about the support programmes that exist and where they can learn German. The counsellors also check whether they can participate in state-sponsored integration courses or other local integration offers. The goal is to improve the ability of immigrants who have been granted the permanent right to remain in Germany or who have good prospects of remaining in Germany to cope with every aspect of everyday life. It should also help these individuals to limit their dependency on aid money to a necessary degree. Counselling, which is based upon one's needs, is offered on a one-to-one and limited-time basis. Consultation is generally limited to a period of three years.

JMD's offers are specifically oriented towards youth with a migration background ranging from the age of twelve to the end of the age of 27. The offers include everything from individual support with an integration development plan to counselling on a case-by-case basis as well as parental involvement, group activities and courses. They are provided, for example, with help and information for all questions regarding child-raising/upbringing, childhood and youth, the school and education system, career planning, German language programmes or how to use the computer.

The federal government's MBE is supplemented with state-funded migration counselling offered at integration centres (Integrationszentren – IZ). IZ migration counselling³⁵ focuses on adults who have been granted the right to remain in Germany and who have been living in Germany for a longer period of time but who are no longer entitled to federal migration counselling services. They provide fur-

ther counselling to those who require a great deal of integration or to those whose integration has been 'delayed'. In other words, they provide counselling to individuals who immigrated more than three years ago but who did not systematically participate in an integration course or MBE. Similar to MBE, the integration centres are meant to promote the skills of individuals who require integration and provide them with information about standard benefits and mainstream services available in Hamburg (advice from immigration assistants).

Thanks to their specific knowledge of the situation of those seeking advice, their intermediary role and their external perspective, the integration centres play a critical yet constructive role in increasing the intercultural openness of administration, the Jobcenter, the housing sector as well as other important institutions.

The Refugee Centre Hamburg (Flüchtlingszentrum) serves as a central point of contact and counselling centre for refugees with unclear prospects of remaining in Germany. In addition to receiving counselling services for asylum and immigration issues, they are provided with help in terms of prospects of being able to return to their country of origin, health and standard benefits.

LGBTI (Lesbian, Gay, Bisexual, Trans and Intersex) individuals also count among the refugees who have come to Hamburg as well as among the immigrants who have been living in the city for quite some time (For further information on LGBTI, please refer to Section C VI.2). Homosexuality is punishable by law in more than 75 countries worldwide and can be a reason why those affected flee their country. It is also important to successfully integrate LGBTI* refugees. Projects such as the Magnus Hirschfeld Center and Intervention e.V. are also provided with funding in order to provide expert advice and support to LGBTI refugees* as well as to enable contact possibilities and networking activities to support such refugees. The institutions work in close collaboration with other support services offered in the city.³⁶

Foreign students as well as skilled workers and executives, who come to Hamburg for the first time and either work here temporarily or immigrate for a longer period of time, have access to the special offers of the Hamburg Welcome Center.³⁷

³⁴ For additional information, please visit www.mbe-netzwerk-hamburg.de and www.jugendmigrationsdienste.de

³⁵ For additional information, please visit www.hamburg.de/migrationsberatung

³⁶ Please refer to 'Aktionsplan für Akzeptanz geschlechtlicher und sexueller Vielfalt' (Action plan for the acceptance of gender and sexual diversity), (official publication 21/7485).

³⁷ <http://welcome.hamburg.de/hamburg-welcome-center>

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Everyday decision-making capacity within the scope of initial integration (in the first three years)	Use (by those seeking advice) of federal migration counselling services for newly immigrated adults (> 27 years)	6,049 m: 2,332 f: 3,717	6,845 m: 2,767 f: 4,078	9,083 m: 3,936 f: 5,147	9,000
		For information purposes only: Entitled beneficiaries	15,397	21,686	-	-
		Use (by those seeking advice) of federal youth migration services for newly immigrated youth and young adults (<= 27 years old)	1,724 m: 801 f: 923	1,860 m: 911 f: 949	2,163 m: 1,166 f: 997	2,000
		For information purposes only: Entitled beneficiaries	14,278	22,739	-	-
2	Increasing everyday decision-making capacity within the scope of delayed integration (after three years)	Use (by those seeking advice) of the integration centres' counselling services	12,801 m: 4,620 f: 8,181	12,408 m: 4,763 f: 7,645	12,845 m: 5,339 f: 7,506	12,000 m: 4,500 f: 7,500
3	Supporting people with unclear prospects of remaining in Germany	Use (by those seeking advice) of the Refugee Centre's (Flüchtlingszentrum) counselling services	5,683 m: 3,406 f: 2,277	7,896 m: 4,993 f: 2,903	9,843 m: 7,161 f: 2,682	8,000 m: 5,500 f: 2,500

Explanation of indicators and target values:

(1) In addition to immigrants with a permanent residence permit, only asylum seekers with good prospects of remaining in Germany may participate in the federal government's MBE programme (from countries of origin with a recognition rate of more than 50 per cent, see above). The JMD can accept all youth with a migration background, including refugees with unclear prospects of remaining in Germany, up to the end of the age of 27. This offer is valid for an unlimited period.

The goal is to reach as many new immigrants as possible through the federal government's initial immigration counselling service in order to sustainably reduce the demand for integration. In 2017, the federal government significantly increased the funds for MBE and the JMD due to the relaxation of regulations for asylum seekers with good prospects of remaining in Germany. Reliable findings on the federal government's plans for 2018 are not yet available. The target value for 2018 has thus been determined based on capacity building and the number of entitled beneficiaries.

As a comparative figure (for the entitled beneficiaries), the foreigners who immigrated to Hamburg in the respective year are shown according to the age groups (older than 27 years and younger/equal to 27 years). The figures for 2016 were not yet available at the time of going to press.

Data source: BAMF, Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ – Bundesministerium für Familie, Senioren, Frauen und Jugend), Evaluation of Statistikamt Nord.

(2) State-funded migration counselling at integration centres is primarily used for integrating those whose integration has been delayed. It was introduced in the context of the Immigration Act (Zuwanderungsgesetz) which came into force on 1 January 2005, due to the economic situation (period of sustained unemployment) at the time as well as the recognisable consequences of a lack of educational and labour market integration, especially of children from uneducated families with a migration background (second generation).

The better the access to MBE (see indicator 1), the lower the demand is here. Counselling for those whose immigration has been delayed should only be offered for a limited time and should not be used as a (permanent) counselling solution complementing the regulatory system. BASFI has been engaged in discussions with the districts and the integration centres about restructuring the offer. This discussion, however, has been overshadowed by recent immigration.

Data source: BASFI.

(3) The number of people seeking advice is expected to decline as result of the significant drop in the number of asylum seekers at present. Counselling services are constantly reviewed and adapted to existing needs.

Data source: Refugee Centre (Flüchtlingszentrum).

3. Norms and values

'We want people to peacefully co-exist in a respectful and tolerant manner in our city so that everyone is given the opportunity to actively shape their lives in this community and pave their own path, without violating the rights and legitimate interests, views and life plans of others. The Basic Law of the Federal Republic of Germany serves as the foundation for social co-existence. The fundamental rights laid down in this constitution and the laws and rules based on it protect and apply to everyone.'

Even if it has always been natural for people from different countries and cultures to live side by side in Hamburg and our city sees itself as an international and cosmopolitan metropolis, political and social discourse surrounding the topic of integration has increased in light of the increased immigration of refugees since 2013 as well as in 2015/16 in particular. The public debate focuses on: Who should, may, can, and must integrate or be integrated? How should they be integrated? And what is the goal?

Two controversial topics of debate include whether society must reach a consensus on values for integration (i.e. whether our society must share the same values), or whether it's enough to constructively deal with different values in order to achieve acceptance among the host society for current immigration. As long as similarities and shared values are highlighted over differences, a respectful exchange of differences becomes possible.³⁸ It is true that people who have a history of seeking asylum or a migration background provide a diverse array of values in terms of culture, family, equality, religion and their individual life plans. At the same time, however, initial studies³⁹, show that the values of those who have recently fled to Germany differ less clearly from the host society's values as public debate would suggest, above all when it comes to their wish to determine how they live themselves in a democratic, open society that respects human rights and their desire to be educated and for their children to be educated.

Best practice example Welcome to Hamburg



The first 'Welcome to Hamburg' (Willkommen in Hamburg) information flyer was developed in the spring of 2016 under the coordination of the Authority for Internal Affairs and Sports (Behörde für Inneres und Sport – BIS). Its goal is to provide refugees with initial information on fundamental rights immediately after arriving in Hamburg.

The flyer has been extensively distributed to all new refugees since the opening of the arrival centre in Rahlstedt in June 2016. It is currently available in German, English, Arabic, Farsi and Tigrinya, and can be found here:

www.hamburg.de/innenbehoerde/werte

The legal order and common values established in the basic law serve as the foundation upon which our social coexistence is based. To create a society which is (not only) rich in culture means enabling diversity within the free and democratic constitutional order. Living in harmony with one another in society requires having a binding set of basic common values by which to live as well as associated codes of conduct by which all members of society must abide. Decisive state structures such as the separation of powers, the rule of law or the neutrality of the state in ideological questions must be accepted and respected. The fundamental values described in the Basic Law of Germany apply to everyone in our city: to the refugees and new immigrants who have come to us recently, as well as to citizens of Hamburg who have lived here for some time or for generations. Violations of legally standardised values are punishable by constitutional means.

The fundamental rights guaranteed by the Basic Law of Germany include, but are not limited to, the free development of one's personality insofar as the rights of others are not violated, the freedom of religion and ideological beliefs as well as the law against discrimination or defamation of individuals based on their gender, sexual orientation, origin and skin colour, any disability or their religious and political views.

³⁸ In accordance with the Expert Council of German Foundations on Integration and Migration (Sachverständigenrat deutscher Stiftungen für Integration und Migration), Annual Report 2017, p. 158 ff; Social Cohesion Radar of the Bertelsmann Stiftung 2012, p. 19.

³⁹ Cf. e.g. IAB-BAMF-SOEP-Befragung von Geflüchteten, IAB-Kurzbericht 24/2016 (IAB-BAMF-SOEP Survey of Refugees, IAB summary report 24/2016).

Not only legally standardised values provide the framework for living side by side in society; norms and values are also expressed through customs and manners. In other words, through formal rules and expectations in daily life. These include non-discriminatory conventions ruling over relationships between men and women, expectations regarding behaviour in public, at work or in private environments, etc. It also includes 'regionalism' which refers to local or regional features and characteristics specific to an urban community and the expectations implicitly connected to it.

Different cultural identities, patterns of behaviour and expressed opinions can lead to feelings of resentment and complicate social interaction in everyday life, even if they fall within our social and legal order. The difficult part here is trying to impart the promotion of mutual understanding, and to work on behalf of those who ignore a legal regulation yet need the aid of all of civil society. Each and every one of us is responsible for ourselves and our community. This too is an expression of our society's fundamental body of values.

So that the newcomers and refugees can live up to this expectation and address the legal and social order in our country and our community, we want to support them from the very beginning with initial integration.

To do this, preliminary information about our legal and social order must already be provided at the arrival centres (by distributing flyers and using the BAMF app 'Ankommen'). Initial orientation must already be provided during BAMF integration courses for those refugees who have been granted the right to remain in Germany or during the initial orientation courses (beginning as of 1 July 2017) for refugees with unclear prospects of remaining in Germany. We also want to provide refugees with information and programmes of discussion especially within our initial reception facilities. It is essential here to create and offer space for discussion and the mutual exchange of experiences, to enable encounters and to initiate processes of reflection, for both new immigrants and refugees as well as for the host society. Ultimately, however, the mediation of values takes place in and through dialogue. Norms and values can be put into practice in a credible manner through personal exchange. They can be experienced, discussed, shared and accepted.

⁴⁰ Since August 2016, governmental and state-related actors have been offering supplementary information and conversational programmes to help reach refugees at an early point in time, no matter what their immigration status is.

Best practice example Lesson planning



Under the title 'Living together – representing basic rights – creating society' (Miteinander leben – Grundrechte vertreten – Gesellschaft gestalten'), State Institute for Teacher Education and School Development (Landesinstitut für Lehrerbildung und Schulentwicklung – LI) put together a collection of materials on this subject which can be ordered online as well as in printed form:

www.li.hamburg.de/wertebildung

The handout package offers practical support for everyday teaching and paves the way for refugees and newly immigrated children and youth to experience the rules and values of our country through concrete experience in everyday school life. The materials encourage schools and extracurricular/out-of-school programmes to address the topic of 'Building values' as well as to clarify and reflect on the orientation on norms.

The collection is intended primarily for teaching staff at Hamburg schools. Anyone interested in it can use it. For example, it can also be used by employees and volunteers in the extracurricular/out-of-school education of children and youth.

This exchange can take place through informational and educational projects such as those of the State Centre for Political Education (Landeszentrale für politische Bildung).⁴⁰ It, however, can also take place on an everyday basis in the housing community of the initial reception facilities and secondary accommodation facilities, in sports clubs, in voluntary language lessons or even at institutional parent cafés or nurseries. That's why the wide range of voluntary projects as well as the assistant, mentor and exchange projects financed by the Free and Hanseatic City of Hamburg (FHH) are of such vital importance.

Statement issued by the Integration Advisory Council in February 2017

'In light of massive numbers of migrating individuals, the city of Hamburg currently faces major challenges with its integration policy. In addition to having to provide basic care to asylum seekers, we must ensure the coexistence of individuals in our city. We, the members of the Integration Advisory Council, are representatives of different states, cultures and religions. We all have varying but very individual experiences of migration. We therefore realise that integration must be a long and active process. It can only succeed if it takes place on open and peaceful breeding grounds.

As the advisory council to the Agency for Labour, Social Work, Family and Integration (BASFI), we believe the following:

- Our value system is inextricably founded on the observance of the Basic Law of the Federal Republic of Germany in a society where cultural and religious diversity, freedom and gender equality are enshrined in law, in particular in the first article of the Basic Law: 'Human dignity is inviolable.' This applies to both immigrants and the host society. Failure to comply with these values is precisely the reason why many people must migrate.
- Values and norms which are shared by all cultures are to be understood as the valuable foundation for our 'co-existence'.
- The formation of values is a collaborative process of perpetual and mutual understanding.
- Room for discussions, encounters and opportunities for interaction must be created.
- Civil society and community initiatives should be supported and reinforced in their integration efforts.
- Refugees should be ensured safety and given autonomy as soon as possible.
- It is also important, however, to give them time to settle in and get their bearings.'

The discussion about norms and values also takes place in professional environments. Within the scope of the initial integration of refugees, this topic is an integral part of specific areas of policy. The LI's collection of materials for teachers to plan and design lessons provides a best practice example (see info box).

Parental involvement in nurseries and schools enables the active analysis of the role of parents in our society and in state education systems, as well as the significance of education and training for children of both sexes in a knowledge-based society.

One of the topics vocational schools deal with is considering and reflecting on experiences taken from daily work

life (for example: women as superiors; resolving conflicts with colleagues and supervisors; behaviour towards customers). Businesses and companies share their expectations regarding the behaviour and achievements of trainees and employees. Value-oriented catchwords, such as team spirit, cross-generational and gender-spanning cooperation, youth work, etc., are also used in sport. As part of the national 'Integration through Sport' ('Integration durch Sport') project, integration assistants provide support to sports clubs and offer instructors appropriate qualifications. Additional best practice examples can be found in this concept's respective subject-related sections.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Ensuring initial orientation of refugees with good prospects of remaining in Germany through participation in BAMF's initial orientation courses	Cf. Section C.II.1 'Language training for adults', sub-goal 1, indicators (1a) to (1e)				
2	Ensuring the initial orientation of refugees with unclear prospects of remaining in Germany by offering the opportunity to participate in BAMF's initial orientation courses and, if necessary, supplementary state-financed courses (voluntary offer) (Course commencement: from 1 July 2017)	Cf. Section C.II.1 'Language training for adults', sub-goal 5, indicators (5a) to (5c)				
3	Ensuring programmes for information and discussion held in the accommodations which are operated by educational organisations and institutes	a) Number of events	-	-	25	> 50
		c) Total number of participants	-	-	1,003	> 1,500
		For information purposes only: Number of refugees newly assigned to Hamburg in one year	-	-	9,448	-
4	Ensuring programmes for information and discussion held in initial reception facilities which are operated by volunteers	Number of events	-	-	-	> 50

Explanation of indicators and target values:

For (1) and (2), see section C.II.1 Language training for adults.

(3) Supplementary and voluntary offers have been available to all refugees (regardless of their immigration status) since the end of August 2016 in order to provide all new immigrants with the opportunity to learn about norms and values shortly after their arrival in Hamburg. These include current events put on by the Hamburg Police Academy for the project 'Understanding Hamburg, achieving success, count me in' (Hamburg verstehen, Erfolge haben, ich bin dabei), by the State Centre for Political Education (Landeszentrale für politische Bildung) for the programme 'What makes Germany different? About the political system and values of our free society?' (Was macht Deutschland aus? Zum politischen System und den Werten unserer freien Gesellschaft), by Hamburg Association of Judges (Hamburgischer Richterverein e.V.) for the discussion forum 'Freedom – what does that mean here in Germany?' (Freiheit – was heißt das bei uns?) and by the Kulturbrücke Hamburg e.V. for the project 'Switch Minds'. The events are usually held on site in the housing accommodations (primarily but not always in initial reception facilities) in order

to make them openly accessible.

Hamburg Parliament requested the Senate to ensure appropriate offers in its publication 21/3193 'Orientierungshilfen für Geflüchtete weiter ausbauen – Erstinformation über Regeln und Gesetz intensivieren' (Further expansion of orientation guides for refugees – intensifying preliminary information on rules and laws').

Data source: Accommodation surveys, Central Coordination Office for Refugees (Zentraler Koordinierungsstab Flüchtlinge – ZKF)

(4) In addition to offers provided by educational organisations and institutes, discussions with volunteers are important for settling individuals into our society and for their initial orientation. This indicator obligates accommodations to pave the way for volunteer offers. In order to ensure open access to the offers as well as not to overwhelm the volunteers with administrative tasks, the number of participants is not recorded in the survey.

Data source: Accommodation surveys, ZKF.

4. Political education

'We want everyone to equally partake in political education.'

Political education makes it possible to recognise connections in world politics and local political activities. It helps individuals to understand history and politics and develop a historical consciousness. It also addresses current topics of discussion and educates individuals to be critical and tolerant. Ideally, it helps one to distinguish between right and wrong, rational and ideologically based statements. One of its most important goals is to motivate people of all ages, gender, origins and levels of education to get involved in society and politics and to prepare them for social discourse on a wide variety of issues. Topics covered range from 'family', 'ethics' to 'globalisation' and 'extremism' or the 'history of Hamburg' and other country-specific information.

Political education, therefore, also makes a significant contribution to individuals with a migration background participating in society. At the same time, however, it can help to overcome prejudices in the host country as well as any pre-conceived 'imported' prejudices and stop discrimination.

In addition to the State Centre for Political Education (Landeszentrale für politische Bildung – LZPB), the Hamburger Volkshochschule (VHS), in particular, is also involved in political education with its public offer of courses. In order to counteract prejudices and xenophobic attitudes, the VHS also provides continuing education opportunities to all Hamburg residents where they can find out about and learn more about cultural diversity. There are two main purposes here: to impart knowledge and understanding of cultural differences and to teach the skills for living side by side in a diverse urban society.

Best practice example Political education



In collaboration with the Hamburg Association of Judges (Hamburgischer Richterverein e.V.) and the Hamburg Police Academy (Akademie der Polizei), the State Centre for Political Education (Landeszentrale für politische Bildung) hosts events for refugees which are carried out at initial reception facilities.

These events focus on the democratic-political system, the history and the cultural character of Germany as well as local social customs. These events are linked with an excursion, for example, to the town hall or St Nicholas' Church.

www.hamburg.de/politische-bildung

Individuals who do not have a migration background account for the vast majority of participants in integration-related events for political education. Within the framework of increasing intercultural openness, more events dealing with the diversity of migrant communities and the development in their countries of origin are now being offered in order to increase the number of immigrant participants. These events are also increasingly held in multiple languages.

Furthermore, LZPB events are also held in simple German to enable people with a B1 language level to participate. Refugees are also a part of the target group for political education. In order to make these events openly accessible to immigrants, the LZPB also offers these events in the main foreign languages of refugees (see info box).

Overview of all the sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Increasing LZPB's offer of migration/integration-related content, including diversity in migrant communities and developments in their countries of origin, on migration and the root causes of migration as well as on inclusion, equality and gender aspects, etc.	Share of LZPB events with migration/integration-related content (figures in per cent)	20	22	24	> 25
2	Integrating individuals with a background of migration in political education, for example, by holding seminars on basic values, society and the political system in Germany and in Hamburg as well as town hall seminars and guided tours, especially for the target group of refugees	Total share of individuals with a migration background participating in political education events (figures in per cent)	20	22	23	> 25
3	More political education events offered at a B1 language level (on average)	Share of political education events offered at a B1 language level (figures in per cent)	8	8	8	> 10

Explanation of indicators and target values:

(1) In accordance with the guidelines for political education, events dealing both with migration and integration-related content are to be given greater consideration. 14 renowned political education institutions which can regularly claim funding as well as other unknown institutions are increasingly offering different kinds of events that tackle integration and migration-related issues in line with relevant funding guidelines. These events now make up part of their agreements on objectives and performances.

Data source: LZPB survey.

(2) The participants in political education events are not individually questioned on the basis of their migration background. Gender-specific data is also not collected. Therefore, the information is based on how individuals identify

themselves (evaluation of participant lists if available). Accordingly to this information, there are more female participants. The integration of individuals with a background of migration into political education measures is provided for in the 'Förderrichtlinie für die politische Bildung' (Funding guidelines for political education).

Data source: LZPB survey.

(3) Separate group-specific political education seminars are offered in multiple languages. Some political education institutions only offer seminars for migrants mainly at a B1 language level. An increase is expected in view of the growing target group.

Data source: LZPB survey.

III. Education from day one

Equal access to education is fundamental to the success of integration. Educational processes start at an early stage and build on each other in the course of education. One of the Senate's main strategies for action is therefore to enable the equal participation of every child in education right from the very beginning. The Senate has made considerable financial efforts to promote the expansion of day care and improved the structural framework conditions of day cares/nurseries. Hamburg can guarantee a place for all children in a nursery or a day care from the end of their very first year of life up until the age they are enrolled in primary school. The free five-hour basic care programme, the Hamburg Kita-Plus programme as well as special offers provided by Parent-Child Centres (Eltern-Kind-Zentren – EKIZ) contribute to ensuring that all children are provided with the equal opportunity to early childhood education. To further empower day cares (nurseries) with their demanding task of educating, caring for and raising children, an agreement was reached to gradually improve professional staff. Further resources were also dedicated to the task of introducing the right to full-time education and care for all schoolchildren.

The quality of the intercultural opening of the regulatory systems in the field of education is crucial for the participation opportunities of children, youth, young adults and their parents. When families take advantage of early education opportunities, it lays the foundation for the educational biographies of children. As a result, everyone should be offered access to standard educational services no matter how much they earn or what their immigration status is. It is necessary to ensure that people with a refugee background and with a background of migration do not experience discrimination in the school system but rather are supported and encouraged in their educational processes.

Results taken from a study examining 4.5-year-olds show that this policy of targeted and early education works. The share of children who at the time of interviewing required language support in school in accordance with Section 42 of Law on Schools in Hamburg (Hamburgisches Schulgesetz) has declined in recent years while the care rate has increased.

In the interest of initial integration, openly-accessible education, counselling and support provisions are being set up in areas where the well-developed regulatory systems of Hamburg are not yet effective, for example, in initial reception facilities for refugees. Their purpose is to promote access to institutions existing in the residential environment and make preparations for the transition to the regulatory systems. The same applies to access for less-educated families.

1. Early childhood education

'We want all children in Hamburg to equally participate in early childhood education!'

More than half (50.4 per cent) of the 300,538 minors living in Hamburg at the end of 2016 have a background of migration.⁴¹ The main language spoken by many families, especially those that have undergone displacement, is not German. In most cases, children born in Germany learn German by having contact with their peers, for example, in the playground or at a day care/nursery. Depending on the length of their stay in Germany, the family background,

neighbourhood and urban quarter, the starting opportunities of these children are not the same. Learning German is, however, fundamental to being able to participate in society and must therefore be supported as early as possible and, if necessary, actively promoted. No child should be disadvantaged because of its foreign language.

The results from enrolling four-and-a-half year olds (school year 2015/2016) in school show a clear connection to the actual time children spend in day care. The distinct demand for language support of children with a migration background who stay in day care for less than one year drops from 45.8 per cent to 8.6 per cent for children who have

⁴¹ Please refer once again to the Statistical Office Nord, 'Statistik informiert Nr. V/2017, Bevölkerung mit Migrationshintergrund in den Hamburger Stadtteilen Ende 2016' (Statistics informs no. V/2017: Population with a Migration Background Residing in the districts of Hamburg at the End of 2016).

Best practice example Parent assistants



It is especially important, but also difficult, to reach and support those families who hardly know or have no knowledge at all of the education and support system. This is where Hamburg's parent assistance projects come into play. The concept of parent assistants (Elternlotsen) is based on a peer-to-peer approach: Parents (with a migration background) are taught about educational structures and support services in Hamburg or their urban quarter so that they can use this knowledge to address, inform and accompany families living in their neighbourhood as well as those in various locations and facilities in the city quarter. They act as cultural mediators, language facilitators and brokers of information. This approach also simultaneously educates the parent assistants themselves and strengthens their skills.

Hamburg's parent assistance projects are based on the work of a full-time coordinator team and volunteer parent assistants who are trained and receive financial remuneration for their efforts. The projects have been funded and expanded by BASFI since 2016.

attended day care for at least three years. This data shows how important it is to reach out to parents as early as possible and convince them of how important early childhood education in day care/nurseries is.

Multilingualism is an asset, in particular, for the children who are capable of learning languages much easier than older individuals learning a language. This advantage must be acknowledged and supported. Parents should be involved and empowered in their child-raising/upbringing abilities and development skills. A wide variety of openly accessible parent education and counselling services can be used to achieve this, in particular, in schools for parents, family education centres, child guidance centres, mothers' centres, child and family support centres as well as in day cares/nurseries attached to Parent-Child Centres (EKiZ). These offers are geared to the needs of the families in the respective social environments and are accordingly oriented towards multiple cultures. Programmes such as 'HIPPY' and 'Opstapje'⁴² supplement these offers with intensive outreach educational work for families with a migration background. By providing language teaching, cultural edu-

cation and information, parenting assistance projects also act as an important link to other district institutions, in particular, for family support and day care (see info box). These projects are to be expanded with a focus on families with a refugee background.

As mentioned above, the teaching of language skills and education of children at a young age takes place, above all, in day-care facilities. Hamburg has a diverse and well-developed day-care system. Hamburg's flexible day-care voucher system which is driven by demand has made a significant contribution here. Day-care/nursery providers generally adapt support capacities on their own as based on the changes in patterns of demand or set up new day cares. In addition, the BASFI Office for Family Affairs (Amt für Familie – FS) oversees the expansion of day-care/nursery facilities for major new residential construction projects which are planned as part of new development plans. BASFI determines the capacity requirements and then initiates the bidding process to have suitable day-care/nursery providers then create the required day-care/nursery facilities. A similar approach is also taken for planning permanent buildings to be used for those with good prospects of being placed in public accommodations. If necessary, BASFI also coordinates regional planning activities of the day-care/nursery providers, particularly those located near to housing accommodations. The expansion of day-care facilities in Hamburg generally ensures a comprehensive supply of high-quality early childhood education and day-care services close to residential areas.

Caring for children with a migration or refugee background is not new in Hamburg day cares/nurseries but instead common practice. Around 40 per cent of the approximately 75,000 children cared for in nurseries and day cares in Hamburg have a background of migration. Many day cares/nurseries in Hamburg are therefore familiar with cultural diversity. They have gathered experience dealing with children who enter into day care with very different requirements when it comes to their skills and abilities, in particular, their German language skills. In order to meet increased technical requirements, day cares/nurseries with a large number of children who do not speak German in their family or who come from socially disadvantaged families receive additional resources within the scope of the following programmes:

- The 'Kita-Plus' programme by the Hamburg state provides approx. 320 day cares/nurseries with financial support to have around twelve per cent more educational staff. The programme's goal is to implement a concept

⁴² Opstapje is an openly accessible learn and play programme for young children (about 18 months) and their parents. HIPPY (Home Instruction for Parents of Preschool Youngsters) is aimed at families with a background of migration as well as at children who are between the ages of four and five.

for inclusive education, professionally qualified language support and a good network of day cares/nurseries in the social environment as well as for insightful cooperation with parents. Promoting language development and education at an early age plays a central and fundamental role here.

- Day cares/nurseries that do not meet the requirements for the Kita-Plus programme⁴³ due to other indicators, but have a large number of children from non-German-speaking families or socially disadvantaged families, receive four per cent additional nursery and primary education staffing. The additional funding is intended to intensify everyday language education and language training in around 90 day cares/nurseries in Hamburg.
- Within the scope of the federal programme 'Sprach-Kitas', more than 200 day cares/nurseries will be partially or fully provided with an additional post by the end of 2019 or end of 2020. The content of the programme focuses on subjects such as everyday language education, inclusion and cooperation with parents.
- The federal programme 'Kita-Einstieg', operating between 2017 and 2020, provides additional resources to support the onboarding and integration of children with a refugee or migration background into day care. This programme is designed especially to benefit new day cares/nurseries being built in or close to housing accommodation (Wohnunterkünften – WUK) or 'accommodation for those with prospects of being placed in social housing' (Unterbringung mit der Perspektive Wohnen – UPW, for further information, see Chapter C VI.3 'Housing market'). The objective is to introduce (refugee) families living in such accommodations with children to the day-care system and family support programmes at an early stage.
- A wide array of education, support and counselling services for parents with small children are provided by the Parent-Child Centres (EKiZ) connected to the day cares/nurseries. Ten additional EKiZ are planned to be built in 2017 and 2018 at day-care locations in order to care for the many children from WUKs or UPWs. Additional service modules will also be financed for existing EKiZ, so that they too can offer their services directly in or around WUKs.

⁴³ Eligibility requirements for the programme can be found at: <http://www.hamburg.de/fachinformationen/3598536/kita-plus-programm>

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Improving language skills before attending school	The share of approx. five-year-olds who at the time of interviewing had received at least one year of support in day care in accordance with Section 42 of Law on Schools in Hamburg (Hamburgisches Schulgesetz) and who required special language support (figures in per cent)	10.6 m: 11.9 f: 9.2	8.9 m: 10.2 f: 7.5	10.6 m: 12.4 f: 8.5	8.9
2	Intensifying training of educational professionals with a migration background	Share of students from families speaking a foreign language at colleges for social pedagogy	568 (2014/2015 school year) m: 57 f: 511	556 (2015/2016 school year) m: 59 f: 497	651 (2016/2017 school year) m: 81 f: 570	500 (2018/2019 school year) m: 50 f: 450
3	Improving the participation of children under the age of three with a migration background in early childhood education provision	Care rate of children under the age of three in urban quarters with a higher than average share of children with a migration background (figures in per cent)	-	36.9	Still pending	40
		For information purposes only: Care rate in urban quarters with below-average share of children with a migration background (figures in per cent)	-	47.4	Still pending	-
4	Intensifying child-raising/up-bringing skills and development abilities of parents with a migration background	a) Number of Child-Parent Centres (EKiZ)	39	40	39	> 40
		b) Average number of parents participating in EKiZ offers per week	1,033	1,125	Still pending	> 1,200
		c) Number of families reached by parent assistants (in accordance with the framework concept for promoting parent assistance projects)	-	-	-	1,000
5	Improving staffing in day cares in accordance with the Kita-Plus programme	Number of Kita-Plus day cares	273	280	311	325
6	Improving participation of refugee children in early childhood education	Number of refugee children cared for in nurseries/day cares	-	770 (End of 2015)	1,400 (End of 2016)	1,800

Explanation of indicators and target values:

1) The indicator shows the effectiveness of preschool language support for children in day-care facilities. The goal is to reduce the number of children who require special language support. A declining number of children with special language support needs is expected in the long term due to improvements made in the quality of nurseries and due to

improvements made in everyday language education in day cares as part of a federal and state-wide programme. This development, however, is unlikely to occur in the next two years due to the strong influx of families with small children without German language skills. It would, therefore, be seen as a success if the value reached in 2015 is also reached in 2018.

Data source: 'Das Verfahren zur Vorstellung Viereinhalbjähriger in Hamburg' (The Procedure for Introducing 4.5-Year-Olds to School in Hamburg), Institute for Educational Monitoring and Quality Development (Institut für Bildungsmonitoring und Qualitätsentwicklung – Ifbq).

This indicator is also a **masterplan indicator**.

2025 outlook: The share of approx. five-year-olds who at the time of interviewing had received at least one year of support in day care in accordance with Section 42 of Law on Schools in Hamburg (Hamburgisches Schulgesetz) and who required special language support is expected to be well below the value of 8.9 per cent. Depending on further influxes, an increase of seven per cent is conceivable.

(2) Having teachers with a migration background helps to reflect the diversity of individuals in the day care/nursery. It can also help strengthen the intercultural skills in day cares/nurseries and improve the chances of developing the mother language skills of children from non-German-speaking families, but also provide the foundation for mastering the German language. The goal is to ensure that the number of students with a migration background at colleges for social pedagogy stabilises at around 500 over the long term.

Data source: School surveys conducted from 2011 to 2018, Authority for Schools and Vocational Training (Behörde für Schule und Berufsbildung).

(3) This indicator provides information on how high the share of children under the age of three who are cared for in nurseries and day cares is in the urban quarters which have a disproportionately high share of children with a background of migration. The care rate in these urban quarters is to be increased in such a way that the care rate for the quarters with a below-average share of children with a migration background reaches a similar level. All children aged 1 and up have been provided with direct access to early childhood education opportunities since 1 August 2013. As a result, the care rate is expected to further converge in the next few years. The average care rate of the urban quarters with a below-average share of children with a migration background is also provided for comparative purposes.

Data source: Statistical Office for Hamburg and Schleswig-Holstein and BASFI calculations.

This indicator is also a **masterplan indicator**.

2025 outlook: The share of children cared for under the age of three in urban quarters with an above-average share of children with a migration background is to be increased from 40 to 50 per cent.

(4a) and (4b) The Parent-Child Centres are conceptually designed to reach out in particular to such families with young children who are educationally disadvantaged because of their social situation and migration background and provide them with education and counselling services at an early stage. Additional Parent-Child Centres should be built in or close to housing accommodation. Furthermore, the number of parents reached should be continuously increased.

Data source: Monthly reports of Parent-Child Centre institutions.

(4c) Parent assistance projects focus on the targeted training of parents and the use of these parents as multipliers (peer-to-peer approach). They are meant to address and inform other parents with a migration or refugee background about topics such as parenting and education in the respective social environments. Parent assistance projects shall receive basic funding from BASFI starting in 2017 and shall work in accordance with the framework concept. The parent assistance projects are planned to be expanded. Source for the comparative and target values is the statistics on the framework concept which are valid as of 2017. As a result, no comparative values are available for the previous years.

Data source: Statistics on the framework concept for parent assistance projects

(5) The framework conditions for educational work are to be improved over the long run by providing twelve per cent more staffing in the Kita-Plus day cares. These additional resources benefit children from families with a migration background or from low-income or socially disadvantaged families in particular. Of the 1,100 day cares/nurseries, the goal is to have 325 of them receive Kita-Plus funds in 2018.

Data source: BASFI business statistics.

(6) This indicator provides information on the extent to which children with a refugee background can be reached through early childhood education. The indicator excludes children who do not have German citizenship, who are cared for in nurseries and day cares and who are receiving benefits in accordance with Sections 2 and 3 of the Asylum Seekers' Benefits Act (Asylbewerberleistungsgesetz) or living in a housing accommodation. These numbers are expected to increase by 2018.

Data source: BASFI, ProCAB-System.

2. General school education

'We want schools that provide all students with equal opportunities on their way to a degree! This applies also and in particular for higher education qualifications.'

Hamburg's population of students is linguistically, culturally and socially diverse. At the beginning of the 2016/17 school year, there were a total of 191,148 students at Hamburg's general education schools, of which 45 per cent had a migration background. With an overall growing number of students, the share of students with a background of migration has increased by ten percentage points within only five years. They account for almost half of the student population in primary and district schools. They now represent 38 per cent of the student population in gymnasiums (grammar schools).

A large number of new immigrant and refugee children and youth have also been enrolled as students at Hamburg schools since 2014. Schools as well as all involved in schools are now faced by new challenges, above all, in terms of quantity and quality.

This special group's children and youth are provided with schooling right from the very beginning or in other words directly upon their arrival. Depending on their age and local situation, they either attend one of the study groups specially set up in the initial reception facilities, or they directly attend a class at a mainstream school.

Every child under the age of 16 is then placed into an international preparatory class (Internationale Vorbereitungsklasse – IVK) at the latest when they are relocated to a secondary accommodation facility. They attend this class for a period of up to twelve months. The IVK's core component is an intensive 'German as a Second Language' (Deutsch als Zweitsprache – DAZ) course. If a child or youth cannot yet read and write the Latin alphabet, he/she must first visit a basic class – also for a period of up to twelve months – before switching to an IVK. These are available for all ages. Once a certain language level has been reached after twelve months or even earlier, students switch over to mainstream classes, where they receive additional language training for another year. Special IVKs have been implemented to prepare students for the final examinations for the primary school leaving certificate (Erster allgemeinbildender Schulabschluss – ESA) and the intermediate school leaving certificate (Mittlerer Schulabschluss – MSA).

As of 1 November 2012, three preparatory classes with 742 students existed in the 2012/13 school year. By comparison, there were a total of 4,576 students in a total of 395 preparatory classes at the beginning of the 2016/17 school year who entered into the general education system: 1,298 students in study groups in initial reception facilities, 2,783 students in IVKs and 495 students in basic classes.

Parental involvement in school beyond parent teacher associations

It's a major challenge for many parents with a background of migration to define their role in school and actively play a part in shaping their children's education. Traditional forms of participatory bodies such as the school council or parents' councils often do not appeal to them and are far removed from the reality of their lives. That's why Hamburg schools in socially challenging environments are increasingly developing and testing new programmes for parental involvement which are deliberately openly accessible:

More than 70 schools participate, for example, in the 'Family Literacy Hamburg' (FLY) programme. In more than 200 'FLY groups', parents are deliberately involved in the process of their children learning to read and write so that they can learn these skills too and provide better support themselves.

The programme includes offers for parents, their participation in lessons and joint activities for parents and their children. It focuses mainly on primary schools and has also been expanded to include schools with international preparatory classes since 2015.

More than 30 schools have implemented the 'School mentors – hand in hand for strong schools' (Schulmentoren – Hand in Hand für starke Schulen) programme. The project trains and educates parents to become 'parent mentors' so that they can assume tasks related to parental school involvement: parent mentors provide advice to other parents in relation to school-related issues. They organise parent cafés, set up consultation hours or support parents during parent-teacher nights and parent-teacher talks. For many parents, their involvement enables them to better understand the work of the school and it creates a bridge between school and parenting.

School needs to be judged on the extent to which it opens up equal opportunities for all children and youth, with or without a migrant background, with or without special needs. This can only be achieved if the teachers are appropriately qualified and have enough time and resources to meet additional requirements.

Many children and youth with a migration background have already successfully passed through the school system. In order for children to equally realise their full potential, schools need to be diverse and free from all open and hidden discrimination. They must also forbid any kind of discrimination, even among youth, no matter who it is directed towards. Schools must consciously adapt to the cultural, linguistic, gender and social heterogeneity of the student population.

Central objectives, beyond realising the right to education and compulsory education, include:

- A sophisticated intake system that is based on needs for all newly immigrated children and youth without sufficient knowledge of German as an introduction to the general education system (study groups in initial reception facilities, international preparatory classes, basic classes), as explained above;
- The quick transition from the intake system to mainstream classes as soon as the necessary linguistic and technical skills have been acquired;
- Consistent support to develop students' literacy skills across all levels of school and subjects, recognising and encouraging the multilingualism of many students with a background of migration as an asset;
- Targeted promotion of students with special individual needs not necessarily related to their background of migration, but rather to an integrated support framework;
- Clear rules of conduct for interacting with each other on a daily basis. Students should learn to be considerate, respect and tolerate each other in terms of their individual differences and opinions. They should understand what is meant by personal freedom, justice, solidarity and equality, as well as sexual orientation in everyday life, and be able to self-confidently speak out in favour of these goals (see Section C.II.3. 'Norms and values');
- Intercultural opening of schools in terms of teaching, staff and organisational development as the foundation for establishing a good school and learning environment. It can also help to increase school performance;

Best practice example



Teachers with a history of migration

The Hamburg network 'Teachers with a history of migration' (Lehrkräfte mit Migrationsgeschichte) is an association of volunteer teachers, social workers, trainee teachers and student teachers.

The network is viewed as a platform to realise ideas for intercultural opening up our education system and finding fellow campaigners. Interested parties are given the opportunity to present their ideas to the network's spokesperson in the form of a short concept draft. They then work together to find possibilities to realise these ideas.

The network also provides advice and support to teachers with foreign qualifications and organises seminars to engage in discussion as well as to promote and mentor members and any other interested individuals.

www.li.hamburg.de/netzwerk

- The support of parents with a background of migration and the promotion of closer cooperation between the school and home;
- The cooperation of the school with external partners and opening up in social spheres (including regional educational conferences, 'business meets schools' groups).

School staff as well as support staff and supervision systems must be able to confidently deal with cultural, linguistic and social heterogeneity. Educating and further training teachers and educational staff with and without a migration background to be intercultural sensitive plays a key role here. In addition to addressing these topics in the curricula for training of teachers and educational staff, the Counselling Centre for Intercultural Education (Beratungsstelle Interkulturelle Erziehung – BIE) of the State Institute for Teacher Education and School Development (Landesinstitut für Lehrerbildung und Schulentwicklung – LI) offers a range of counselling, further education and school support services that cover the topics of diversity, inclusion, equal participation and equal opportunities as well as education for respectful cooperation in everyday school life, specialised classes and the school organisation.

More teachers and educational professionals with a migration background should also be able to reflect the classroom's cultural diversity in the school's staff and contribute their particular experiences and knowledge.

The infrastructure planning of the general education schools shall be closely coordinated with those responsi-

ble for social spheres as well as with BASFI from an early point in time (day-care planning, planning of offers provided during all-day childcare). This applies in particular to the planning of new residential areas and, above all, to housing accommodation for refugees.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Increasing the share of young school graduates with a migration background who have higher education entrance qualifications	Share of young graduates with a migration background with higher education entrance qualifications out of all graduates with a migration background per year (figures in per cent)	39.7 m: 34.8 f: 44.8	41.1 m: 35.5 f: 45.3	45.8 m: 40.5 f: 51.2	46
		For information purposes only: Comparative group without migration background (figures in per cent)	-	-	59.5 m: 54.3 f: 64.7	-
2	Reducing the share of young graduates with a migration background who do not have a certificate of secondary education	Share of young graduates with a migration background without a certificate of secondary education from all graduates with a migration background per year (figures in per cent)	7.6 m: 8.8 f: 6.4	7.1 m: 8.5 f: 5.6	8.1 m: 9.5 f: 6.8	7
		For information purposes only: Comparative group without migration background (figures in per cent)	-	-	5.3 m: 6.3 f: 4.3	-
3	Creating equal opportunities for access to the different types of schools	Share of students with a migration background and a recommendation to attend gymnasium (grammar school) at the end of primary school (figures in per cent)	29.9 m: 28.3 f: 31.7	33.7 m: 31.0 f: 36.6	31.8 m: 29.2 f: 34.6	35
		For information purposes only: Share of students without a migration background and a recommendation to attend gymnasium (grammar school) at the end of primary school	-	-	54.1 m: 50.8 f: 57.5	-

Continued on the following page

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
4	Including all school types and districts in the intake system for newly immigrated students	a) Number of schools with basic classes and IVKs in each district	-	-	Altona: 18 Bergedorf: 17 Eimsbüttel: 10 HH-Mitte: 27 HH-Nord: 15 Harburg: 20 Wandsbek: 38	Appropriate distribution
		a) Number of schools with basic classes and IVKs in each type of school	-	-	Primary schools: 68 District schools: 43 Gymnasiums (grammar schools): 34	-
5	Increasing the share of qualified educational staff with a migration background	a) Share of teachers with a migration background working in preparatory services (figures in per cent)	22.3 m: 27.4 f: 72.6	24.3 m: 28.8 f: 71.2	24.9	24
		b) Share of teachers with a migration background at state schools (figures in per cent)	12.9	-	-	14
6	Ensuring close cooperation between schools and parents	Share of parents with a migration background in parent associations (figures in per cent)	-	38.9	-	40
7	Preserving and expanding the multilingual skills of students	Number of students with a successfully completed language assessment test in their mother language	-	298	400	500
8	Increasing the share of interculturally qualified staff in schools and school support and supervision systems	Participation in the LI's further intercultural training and qualification measures	1,536	3,744	4,990	2,500
9	Increasing the effectiveness of school language training and language development	a) Number of schools qualifying for language training in regular lessons	-	-	-	65
		b) Share of students with pronounced language support needs who no longer require additional language training after one year	30.1 m: 28.4 f: 32.4	-	- Survey is still in progress	-

Explanation of indicators and target values:

(1) to (3) The target values are dependent on the future development of immigration to Hamburg. With an influx of a large number of youth with a low educational background, the share of school graduates with a higher education degree shall probably decline or the share of school graduates without a secondary school certificate shall increase. With a large influx of children in grade 3 or 4, it can be expected that many of them will not receive a recommendation to attend gymnasium (grammar school).

Data source: School year statistics.

The figures in (1) und (2) are also **master plan figures**.

2025 outlook for indicator (1): The share of youth graduates with a migration background who have higher education entrance qualifications should be increased to more than 50 per cent.

2025 outlook for indicator (2): The share of youth graduates with a migration background who do not have a secondary school certificate should be reduced over the long term. In the medium term, this share may be more likely to increase given the educational biographies that school-age youth bring with them from current immigration.

(4) The goal is to achieve an appropriate distribution as based on the numbers of migrants and the size of the districts. The target value cannot be specified in greater detail.

Data source: BSB.

(5a) Maintenance of a high proportion of teachers with a background of migration in preparatory services.

Data source: BSB.

(5b) The collection of data requires a new employee survey of the Personnel Office (Personalamt).

(6) The survey of the migration background of parents' councils in schools can only be done on a voluntary basis and was carried out for the first time in 2015. A second survey is planned by 2018.

Data source: Institute for Educational Monitoring and Quality Development (Institut für Bildungsmonitoring und Qualitätsentwicklung).

(7) Achievement of the target value depends on how immigration continues to develop (increasing numbers with increasing immigration and vice versa).

Data source: BSB, exam statistics of language assessment tests.

(8) The indicator is heavily dependent on the development of

further immigration. Since 2014, the number of participants has more than tripled due to the considerable expansion of further training for educating newly immigrated students. The trend assumption predicts that there will be a reduction in the need for further training as the number of newly immigrated students is expected to decline. Since the students who recently immigrated are already switching over to mainstream classes, the number of participants is expected to average somewhere between the number of participants in 2016 and the number of participants in the previous years. Data source: Participation statistics of the State Institute for Teacher Education and School Development (Landesinstitut für Lehrerbildung und Schulentwicklung).

(9a) Operationalisation of the indicator: Number of schools offering in-school further training for continual language development.

Data source: Participation statistics of the State Institute for Teacher Education and School Development (Landesinstitut für Lehrerbildung und Schulentwicklung).

(9b) An analysis is first possible in autumn 2017; only then can a future target value be identified.

Data source: Institute for Educational Monitoring and Quality Development (Institut für Bildungsmonitoring und Qualitätsentwicklung), analysis of school year statistics.

3. Vocational education and training

'We want all youth in Hamburg to have equal access to the education of their choice!'

The vocational schools in Hamburg, which are under the control of the Hamburg Institute for Vocational Education

HIBB Information Centre

The HIBB Information Centre is the first point of contact for all newly immigrated youth over the age of 16 who are obliged to attend school.

The centre provides comprehensive advice on vocational training offers. Interpreters are available if required. An initial assessment of skills is carried out and any existing documents are then examined. All standard vocational training courses are open to the young people if they possess existing training qualifications and sufficient language skills.

<http://hibb.hamburg.de/beratung-service>

and Training (Hamburger Institut für Berufliche Bildung – HIBB), have two different tasks: they support vocational and training preparation with different educational programmes. In addition to companies providing training, vocational schools act as the second site of learning in the dual vocational training system and offer vocational training in a full-time school-based format.

The diverse and numerous measures of the Chamber of Commerce and Chamber of Trade in the area of providing training advice, finding training placements and specifically addressing young migrants to get them to take up training cannot be seen as part of the Senate's integration policy strategy. A close cooperation in a spirit of trust with the Youth Employment Agency (Jugendberufsagentur – JBA) is, however, mandatory for successfully providing these young people with training and guidance during their vocational training.

One of the defining hallmarks of HIBB's work is therefore its cooperation in a variety of different socio-spatial and thematic networks and in particular its cooperation with other partners of the Youth Employment Agency, such as the Employment Agency of Hamburg (Agentur für Arbeit Hamburg), the Jobcenter team.arbeit.hamburg (Jobcenter), BASFI and the districts, as well as its cooperation with companies (see <http://hibb.hamburg.de/ueber-uns/netzwerke-und-buendnisse>).

The transition from the general school education system to vocational training is not only a particular challenge for young people with a migration background. Despite all endeavours made to date, the training participation rate and a different distribution in the individual training areas clearly indicate that youth with a background of migration have a harder time getting a training placement in comparison to youth without a background of migration.

That's why all endeavours made to ensure the equal participation of youth in the transition from school to work, and in particular in the field of training, are based on the comprehensive advice of all the partners of the Youth Employment Agency and on the compensation of inequalities. The relevant assistance services offered are therefore directed towards all youth who are affected and attuned to their individual needs for support.

The strategy of customised learning, the development of intercultural and inclusive teaching concepts as well as the systematic support and qualification of teachers, other educational staff and employees of the Youth Employment Agency contribute to expanding the intercultural openness of vocational schools.

a) Career guidance

In cooperation with the Youth Employment Agency, systematic career guidance⁴⁴ is offered to all youth starting from grade 8 whether or not they have a background of migration. This career guidance is carried out jointly by the teachers at mainstream schools and vocational schools, HIBB's advisory staff in the Youth Employment Agency as well as by vocational counsellors at the Employment Agency (Agentur für Arbeit). These career guidance teams also support youth to transition from academic studies to training. Youth who require further assistance are also provided with comprehensive advice and supported by individual training or training preparation programmes in the Youth

Entry-level qualification for migrants (EQ-M)

In the second semester of 2016/17, a specific vocational training programme was created for refugees who no longer qualify for compulsory education (from the age of 18 to 25) in order to promote their transition to dual education.

Within the entry-level qualification (EQ) training programme, which has proven its worth in view of vocational schools and companies and which is supported within the framework of the German Social Security Code II and III (SGB – Sozialgesetzbuch), systematic language training is integrated and included in the teaching unit 'Getting to know Germany: values and norms' (Deutschland kennenlernen: Werte und Normen).

The entry-level qualification for migrants (EQ-M) is divided into the main sectors of industry and technology, trade and services, and healthcare and nursing. These are offered at different vocational schools which have been assigned to the respective occupational field.

Long-term internships lasting three to six months help deepen the content learnt in vocational schools by providing practical experiences.

First experiences gathered during this educational offer show that highly motivated students are connected to ambitious and open-minded companies.

⁴⁴Please refer to official publication 20/4195 and to <http://www.hamburg.de/4119874>

Employment Agency's regional locations where Jobcenter and district offices employees are also located.

The local Youth Employment Agency sites are also available to all youth who are no longer required to attend school in every district in which the Employment Agency (Agentur für Arbeit), Jobcenter, BASFI, BSB and the district offices are involved: depending on their individual needs for support, they are not only provided with advice on their job prospects but they are also offered training placements, vocational preparatory measures and qualification measures. In turn, openly accessible counselling and support offers were developed which help youth deal with complex issues in the process of joining the labour market.

b) Dual training preparation

Immigration has deeply influenced the work of vocational schools in recent years, above all in the area of vocational training preparation, due to the fact that the number of students has significantly increased. In October 2013, 891 students were enrolled in VJ-M (preparatory year for migrants) and BVJ-M (vocational preparatory year for migrants) educational courses, whereas a total of 2,794 students attended vocational preparation courses at all 35 vocational schools in June 2017.

All youth with and without a migration background who are required to attend school and who do not yet have any subsequent prospects after the end of grade 10 shall be accepted into the standard offer of dual training preparation (Av-Dual), where they attend a business three days a week and a school two days a week in order to work and learn.

This standard offer is available to refugees who are required to attend school in an adapted form as 'dual training preparation for migrants' (AvM-Dual).⁴⁵ They attend school three days a week where they are provided with intensive language training among other things. They then complete their in-company training on the other two days. The educational programme is open to all youth no matter what their residency status is or what their prospects of remaining in Germany look like.

Learning German as how it is used directly in everyday life is essential for successful integration. That is why the language training provided on site in a company is closely linked with the German lessons in the vocational school.

In addition to the AvM-Dual educational programme, refugees who cannot read and write in their native language can also attend appropriate literacy classes (Alpha) to learn

how to speak and write at vocational schools. After acquiring written language skills, these youth then transfer over to the AvM-Dual programme.

In addition to AvDual, AvM-Dual and Alpha, the HIBB or vocational schools are also responsible for a variety of other vocational school offers that are sponsored by different financing institutions (Jobcenter, Employment Agency, BSB, BASFI, youth welfare services). Depending on the individual requirements and residence permit requirements, these programmes are regularly available to youth with a migration background. The entry-level qualification (Funding under SGB II and III) as well as the vocational qualification in the Hamburg model (Funding by BSB), which have an +80 per cent rate of individuals transferring over to non-subsidised training, are particularly important, especially from the point of view of companies. The entry-level qualification has been redesigned for youth who have just recently immigrated (see info box).

c) Training support

In order to ensure their success after successfully transitioning to dual training or full-time school-based training, it is crucial that they are provided with support in the company and at the vocational school. During training, all new immigrants are provided with language training which is adapted to their needs in order to make sure training is a success, or in other words, that they pass the final written exam. Depending on the type of training and individual support needs, the regulatory system also offers the following programmes as additional support measures:

- Integrated and additional language support in the vocational school,
- Assisted training (AsA phase II): social and educational support and remedial teaching by the institutions during in-company training,
- Training support assistance (ausbildungsbegleitende Hilfe – abH); remedial teaching (up to eight hours per week) during in-company training.

The Youth Employment Agency also actively accompanies this phase and it assists youth with all career-related questions and social matters.

⁴⁵ With the official publication 21/7872, the Senate has detailed the measures it has taken to enable young refugees to graduate school and prepare for training.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Improving the training participation of youth with a migration background	a) Training participation rate (dual system) of foreign youth aged 18 to 21 according to gender (figures in per cent)	7.8 m: 8.1 f: 7.5	8.1 m: 8.5 f: 7.7	8.4 m: 8.8 f: 7.8	8.4
		b) Number of vocational qualifications of foreign youth in the dual education system	889 m: 433 f: 456	851 m: 433 f: 418	814 m: 422 f: 392	800 m: 420 f: 380
2	Increasing the success rate in the dual training of foreign youth and young adults	Rate of successful vocational qualification of foreign youth and young adults (figures in per cent)	64.4 m: 59.8 f: 69.4	65.7 m: 61.1 f: 71.2	61.1 m: 56.0 f: 67.6	Equal share as German youth and young adults in the long term
		For information purposes only: Comparative group: youth with German citizenship (figures in per cent)	77.5 m: 76.0 f: 79.3	76.9 m: 75.1 f: 79.2	78.3 m: 76.9 f: 80.0	-
3	Improving the intercultural skills of employees in the Youth Employment Agency's regional locations	Share of the total workforce in regional locations who have attended intercultural skills training (figures in per cent)	-	92	89	> 95

Explanation of indicators and target values:

(1a) The training participation rate measures the number of newly concluded training agreements in the respective age groups in relation to the resident population at the corresponding age. Data for the number of individuals with a migration background participating in training are either collected by the Federal Employment Agency (Bundesagentur für Arbeit), the Authority for Schools and Vocational Training (Behörde für Schule und Berufsbildung) and by the Chamber of Commerce and Chamber of Trade. As a result, the data refers to people with a 'foreigner' status (i.e. not German, no German citizenship), and in this case to the share of trainees at state-run Hamburg vocational schools who are between the ages of 18 and 21. The 2018 target value is calculated based on the 2016 update due to the fact that there are no other points of references available to make another prognosis. Data source: BSB.

(1b) The target value provides the number of non-German graduates who have successfully completed dual training. The 2018 target value is calculated based on the 2016 update due to the fact that there are no other points of references available to make another prognosis. Data source: BSB.

(2) Data on the migration background is not collected. As a result, the target value is calculated by taking the share of non-German graduates who successfully complete dual training and the number of non-German students who leave an educational programme (dual training) in the respective school year. It also considers students who have completed an educational programme but still have not obtained a leaving certificate. Data source: BSB.

This indicator is also a **masterplan indicator**.

2025 outlook: The success rate of vocational qualifications among foreign youth and young adults should be similar in the long term to the success rate of German youth and young adults.

(3) The figures provided in the comparative values represent the number of individuals participating in the training format. All employees were reached (provided training) by 2016. New employees are regularly offered training. Data source: HIBB und BASFI.

4. Tertiary education/Academic studies

'We want more people to obtain a higher education degree, regardless of their background. We want tertiary education institutions in Hamburg to remain attractive to international students and academics, and for those who choose to study to successfully achieve their educational goals and be motivated to pursue a career in Hamburg.'

In Europe, tertiary education institutions have led the way for joint research and cross-border education for centuries now. Academics and students naturally think in a worldly manner nowadays and plan their lives based on an international scale. Hamburg also competes in this 'European League'. However, there is still room for improvement. As part of the already highly advanced process of intercultural opening tertiary education institutions, the number of foreign students educated in Germany with a higher education degree should be increased.⁴⁶ The goal here is for the target group to reach a successful graduation rate comparable to that of all students.

The international offices of Hamburg tertiary education institutions have already done a lot to create an open and welcoming climate for foreign students as well as academics from all over the world. The tertiary education institutions use part of their global budgets to ensure that important support offers, such as language training, are offered on a permanent basis.

Having enough inexpensive accommodation provisions and improving student financing opportunities are important framework conditions for foreign students to be admitted to and successfully study in the city of Hamburg. Hamburg is doing its part here by currently carrying out projects to expand the supply of affordable housing and continuing the measures for individual student support (BAföG, exam grants and merit-based scholarships for foreign students).

Language training, affordable housing provision and student financing opportunities are also important parameters for paving the way for young refugees to pursue academic studies and vocational training. For those refugees who are eligible to study, the integration into regular study programmes is generally facilitated by a wide variety of other offers, which include counselling and coordination facilities, the conceptual development of extended student orientation phases for refugees, language courses, guest-

Best practice example #UHHhilft



Since the winter semester 2015/16, the University of Hamburg has used the #UHHhilft programme to help refugees interested in studying to apply for a study placement in Hamburg after having fled their home country. The activities predominantly focus on informing participants about study opportunities, identifying the right bachelor and master programmes, further developing their own (language) skills as well as looking at the higher education entrance qualification and finally helping them with the application processes.

The programme is targeted towards people who have at least B1 level knowledge of German and are interested in a subject that is offered at a tertiary education institution in Hamburg. Subject-specific class groups provide participants with the opportunity to visit degree programmes, for example, by attending selected lectures/seminars, so that it is easier to decide on a specific field of study.

Programme participants are supported by different actors during the introductory phase. Dedicated students and UHH staff accompany the participants in the first few weeks at the tertiary education institution, and through the 'Buddy programme', are available to answer questions about everyday issues at the university. The Hamburg Student Union (Studierendenwerk Hamburg) also provides campus tours, canteen tours, library tours and visits to social counselling services and Germany Federal Training Assistance Act (BAföG) counselling.

One-on-one interviews with the UHH Student Advisory Service also make up part of the programme. The UHH Student Advisory Service provides a plan with the steps required to select and apply for a study placement. It also provides help to prepare and process certificates and qualifications for accreditation.

www.uni-hamburg.de/uhhhilft.html

⁴⁶ According to the definition of the German Academic Exchange Service (Deutscher Akademischer Austauschdienst), foreign students are students who have obtained their higher education entrance qualification at a German school or passed a German aptitude test or a higher education entrance exam (usually at a tertiary school). This interim goal's indicators are based on the reference group of foreign students. It only includes a portion of students with a migration background, since tertiary education institutions do not collect information on the migration background of students.

student programmes and subject-specific programmes (in the engineering sciences, at art colleges, etc.).

All state-run tertiary education institutions in Hamburg have developed such activities to even out admission to refugees: University of Hamburg (Universität Hamburg), Hamburg University of Applied Sciences (Hochschule für Angewandte Wissenschaften Hamburg), Hamburg Uni-

versity of Technology (Technische Universität Hamburg), HafenCity University (HafenCity Universität), College of Music and Theatre (Hochschule für Musik und Theater) and Academy of Fine Arts of Hamburg (Hochschule für Bildende Künste). The largest and most important programme here is '#UHHhilft' which is offered by the University of Hamburg and which the Technical University of Hamburg participates in (see info box).

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Improving the academic success of foreign students educated in Germany	Graduation rate of foreign students educated in Germany (in brackets: graduation rate of all students) (figures in per cent)	55.7 (64.9)	not yet available	not yet available	-
2	Improving the academic success of foreign students educated in Germany	Share of foreign students educated in Germany from total number of Hamburg tertiary graduates (figures in per cent)	8.8	7	not yet available	8
3	Enhanced provision of preparatory and course-related 'German as a Foreign Language' (DaF – Deutsch als Fremdsprache) language courses	Number of participants in DaF provisions at tertiary education institutions	2,817	3,587	4,533	3,900
4	Providing state-subsidised accommodation places for students	Number of state-subsidised accommodation places in Hamburg	5,781	5,612	5,465	5,800
5	Academic financing opportunities for foreign students	Number of foreign students funded by Hamburg state scholarships (exam grants, merit-based scholarships)	146	146	146	180

Explanation of indicators and target values:

(1) The graduation rate compares the graduates from one exam year (e.g. 2014) who commenced studies in a given year X (e.g. 2006) to new students of the same year. The graduation rate of foreign students educated in Germany only includes graduates and new students with foreign nationality who have obtained their higher education entrance qualification in Germany. The target value for the following years can only be calculated based on actual values.

No quantitative target value is provided since the tertiary education institutions only have a limited influence on the

achievement of the goals. The success rates are intended to converge in the medium to long term.

Data source: Integration monitoring of the federal states (Länder).

(2) Foreign students educated in Germany include all students with foreign citizenship and foreign higher education entrance qualifications; foreign students educated in Germany also include all persons who have passed the assessment test of a German preparatory school in addition to having foreign qualifications. The indicator compares the share of foreign students educated in Germany who have successfully

completed their studies to the total number of graduates in Hamburg. The goal of the target value is to achieve an increase as compared to the previous result.

Data source: Destatis, main reports.

(3) Included here are participants in 'German as a Foreign Language' (DAF) language courses which are organised or (partly) funded by the following tertiary education institutions: University of Hamburg (UHH), Hamburg University of Applied Sciences (HAW), Hamburg-Harburg University of Technology (TUHH), HafenCity University (HCU), College of Music and Theatre (HfbK) and Academy of Fine Arts of Hamburg (HfMT). The duration of the course and course providers are not factored in here. (Participants also include, for example, participants in events organised by the VHS Hamburg or other institutions working on behalf of the tertiary education institution.) Winter semester offers are only recorded at the start of the semester in the calendar year, even if the courses carry over into the first months of the following calendar year.

The target value is based on estimates of the UHH, HAW, TUHH, HCU, HfbK and HfMT tertiary education institutions which take a variety of factors into account including the resources available for 'German as a Foreign Language' courses as well as the previous year's demand for study places.

Data source: Authority for Science, Research and Equality (Behörde für Wissenschaft, Forschung und Gleichstellung – BWFG), survey of tertiary institutions.

(4) The indicator includes the number of accommodation places registered as of 1 January of that year in:

- in student residences subject to public rent or tenant control,
- in state-sponsored housing for students outside privately owned residential accommodations (e.g. private room funding)
- and housing outside residential accommodations which are leased for students by public institutions such as the Studierendenwerk.

Information on the migration background is not collected. The share of foreign students is considerably higher than their share of the total number of students. As a result, this indicator is also relevant for integration policy.

In comparison with the 2015 target value (originally 6,200 places), the 2018 target value had to be lowered since formerly state-subsidised residential accommodations with rent or tenant control were taken over by private providers with no rent or tenant control.

Data source: BWFG, survey by the Studierendenwerk and private institutions.

(5) The funds for exam grants and merit-based scholarships are provided from the Authority for Science, Research and Equality's budget exclusively for foreign students who are not entitled to BAföG funding. The indicator provides the total number of funded foreign students from both categories, regardless of the duration and amount of funding. The 2017/2018 budget has greater scholarship funding, meaning that both the funding amounts and the number of scholarships could be increased.

Data source: BWFG, university survey.

IV. Professional success

Key factors to successful integration include quickly and sustainably entering the labour market and ensuring one's own employability throughout one's professional life. This applies comprehensively to all adult women and men, regardless of their background or education. Work and the wages from it not only enable a life of economic self-determination void of any state transfer payments or any other dependencies associated with them. It provides enrichment and a sense of meaning while inspiring exchange and communication with others. Work connects us, it creates shared values and is the source of our prosperity.

The successful integration of refugees into the labour market also offers the opportunity to further rationalise the debate on immigration in society and to show that immigration can mitigate the consequences of demographic change and have a positive effect on the growth and innovative capacity of the economy and society.

Everyday life and work today place high demands on people's capacity to learn. The (initial) attainment of education and vocational qualifications are not enough today to be able to participate in social developments. Digitisation, which is relevant to work but also to all aspects of life (health, mobility, etc.), is certainly one of the key challenges we all need to address. The resulting need for lifelong learning, which has been discussed for many years, therefore requires all groups of origin and age groups to be provided with equal access to continuing vocational education (and also general continuing education).

As in the regulatory systems for day cares, schools and tertiary education institutions, it is vital whether the employment administration services in the regulatory system are interculturally open; this includes in particular their ability to see the intercultural skills of their clients as a resource. Multilingualism, the knowledge of different cultures, social structures and economic systems, formal or professional qualifications and skills acquired abroad must be included in the professional planning of client perspectives. To do this, the employees must be given the appropriate advisory expertise through systematic training programmes in all areas of application and through multi-professional and multicultural teams.

1. Equal labour market opportunities

'We want all employable individuals to be able to quickly and equally participate in working life in Hamburg on a long-term basis.'

Next to answering the urgent question on how to integrate refugees quickly and sustainably into job training and work, various structural data, such as the employment rates of people with and without a migration background from among the employable beneficiaries under SGB II (see table sub-goals and indicators), reveals that those who have lived in Germany for a longer period of time or were born here with a migration background have generally benefited from the good development of the labour market in recent years. In comparison, however, they are still under-represented. This applies in particular for women with a migration background. According to an analysis conducted

in 2014, 68.8 per cent of mothers with German citizenship were gainfully employed, whereas for mothers from non-EU countries, it was only 37.8 per cent. Mothers from EU countries with an employment rate of only 43.8 per cent were also less likely to be gainfully employed than German mothers.⁴⁷ Increasing the labour market participation of people with a migration background is part of Hamburg's strategy for skilled workers and affects both persons who have been living in Germany for some time, as well as refugees and skilled workers from abroad who have newly come to Hamburg.

The labour market partners – Employment Agency (Agentur für Arbeit), Jobcenter and BASFI – collaborate closely with other partners, in particular with the Chamber of Commerce, Chamber of Trade and trade guilds – to adapt the labour market regulatory systems to the changed requirements.

⁴⁷ Cf. BASFI (ed.): 'Analysebericht zur Erwerbsbeteiligung von Frauen' (Analysis report on labour market participation of women). Hamburg 2014. www.hamburg.de/fachkraefte/5456256/analysen-fachkraeftenetzwerk

a) Labour market integration of persons with a migration background living in Hamburg for a longer period of time

The following aspects play an important role in the low labour market participation of men and women with a background of migration and the higher risk of unemployment:

- the risk of unemployment and access to employment, as well as to better-paid jobs, are all highly dependent on one's level of qualifications. The higher the level of qualifications, the lower the risk of being unemployed. Conversely, however, around two-thirds of all eligible beneficiaries under SGB II have no school or vocational qualification. This share is even higher for people with a migration background or foreign citizens.
- Furthermore, the strikingly low percentage of women who are still unemployed indicates that outdated role models about women working still persist in some migrant communities. No indications of clear differences in qualifications exist that could explain the existing differ-

ence in labour market participation. Since low labour participation, potentially combined with low or poorly paid employment or part-time employment, poses a high risk of poverty and old-age poverty, the Jobcenter, Agentur für Arbeit and BASFI will emphasise promoting the employment of women in the years to come. The Jobcenter, Employment Agency (Agentur für Arbeit) and BASFI are already promoting this through the 'Joint Labour Market Programme' (Gemeinsamen Arbeitsmarktprogramm).⁴⁸

It should be noted, however, that when assessing the aforementioned labour market data, qualifications from abroad have only been able to be recognised since 2012 when the Federal Recognition Act (Anerkennungsgesetz des Bundes) and Länder Regulation (Anerkennungsgesetz der Bundesländer) came into force. Employment in low-skilled positions or unemployment may also be the result of a lack of recognition prior to the introduction of these laws. Thanks to the Hamburg Law on the Recognition of Foreign Professional Qualifications (Hamburger Gesetz über die Anerkennung ausländischer Berufsqualifikationen – HmbABQG), Hamburg has not only created the legal right to be provided with advice but also established a scholarship programme so that people can also take advantage of the opportunities created by the law. The Head Office for Accreditation (Zentrale Anlaufstelle Anerkennung – ZAA) oversees the advisory services (see info box).

The procedures for determining and recognising skills as well as for finding suitable qualification measures for practical (non-formal) experience which has been gained through long-standing employment still remain a challenge due to the fact that they have not yet been legally or organisationally regulated. BASFI and its partners have therefore concentrated their efforts on this, both for individuals with a migration background who have lived here for some time as well as for the labour market integration of refugees.

Best practice example Soloturn



Funded by the European Social Fund (ESF) and the Hamburg State Budget, Jobclub Soloturn Plus – Coaching for Educators – supports low-skilled and unemployed mothers or fathers, especially single parents and women with a migration background, to re-enter the world of work.

This project, which starts during the parental leave period and continues thereafter, offers participants individual coaching and helps them to create informative application documents, but it also offers them qualification opportunities close to their homes and support in getting childcare. Factors that influence life, such as debt and over-indebtedness, living situations and health issues, are all taken into consideration here.

www.esf-hamburg.de/projekte-neu/8547684/jobclub-soloturn

⁴⁸ Please refer to official record 21/7483, Gemeinsames Arbeitsmarktprogramm 2015–2020 der Behörde für Arbeit, Soziales, Familie und Integration, der Agentur für Arbeit Hamburg und des Jobcenters team.arbeit.hamburg (2015–2020 Joint Labour Market Programme of the Authority for Labour, Social Affairs, Family and Integration, the Employment Agency of Hamburg, and the Jobcenter team.arbeit.hamburg).

Best practice example: ZAA



Since 2010, the ZAA has been supporting migrants living in Hamburg to have their foreign degrees recognised. Funded by the European Social Fund (ESF) and the Hamburg State Budget, the purpose of the ZAA – which is located at the Diakonisches Werk Hamburg – is to improve the integration of migrants into the labour market and utilise the qualifications and talents of people with a migration background.

The head office provides central advisory and information expertise to those seeking advice with a background of migration, multipliers, businesses and other labour market stakeholders involved in the recognition of qualifications and certificates acquired abroad. Residents with a migration background are given individual advice on how educational and vocational degrees and qualifications acquired abroad can be recognised in Germany. They are also provided with information about financial aid opportunities.

The ZAA provided advice to more than 2,200 individuals in 2016.

www.diakonie-hamburg.de/de/visitenkarte/zaa/anerkennungsberatung

The type of immigration status plays a decisive role in asylum seekers, individuals with exceptional leave to stay in Germany, and those entitled to asylum being able to access the labour market. It determines the assignment to a particular type of labour market system (SGB II or SGB III) and the aid opportunities associated with that system. A considerable amount of work still needs to be done, particularly in the area of supporting asylum seekers and those with exceptional leave to stay in Germany, which has recently been brought to the attention of the minister-presidents of the federal states (Länder) and the Federal Chancellery once again, and is to be discussed in November 2017.

In collaboration with both the Chamber of Commerce and Chamber of Trade, the group of companies Nord e.V. and DGB Hamburg, the main strategy of action of the three labour market partners the Employment Agency (Agentur für Arbeit), Jobcenter and BASFI is to set up the regulatory systems in such a way that:

- youth and young adult refugees are given priority when it comes to training and companies are supported in this task (see chapter C.III.3),
- The possibilities of having their professional qualifications recognised and further developing their professional qualifications are fully exhausted for qualified and partially qualified refugees – this also applies to those who do not have formal qualifications but have practical experience, long-term study experience or other non-formal skills,
- Low-skilled refugee workers are connected to language training and low-threshold jobs – with the option that they can obtain subsequent qualifications based on their own motivation and abilities.

BASFI supports the regulatory systems of the Jobcenter and the Employment Agency (Agentur für Arbeit) by providing complementary community services, such as life counselling, language counselling and health advice, not to mention complementary business-related services. Similar to the Youth Employment Agency, the cooperation is carried out under one roof through the 'W.I.R – work and integration for refugees' programme. The partners of W.I.R and the Youth Employment Agency Hamburg (JBA) coordinate the planning of their actions at an early stage and promote the learning of language for the fast labour market integration of all refugees on a sustained basis.

b) Labour market integration of refugees

The framework conditions for asylum seekers to enter Germany's labour market have been significantly improved thanks to new Employment Ordinance (Beschäftigungsverordnung) coming into force on 1 July 2013 as well as due to various subsequent legal changes, including the Amendment of the Asylum Seekers' Benefits Act (Änderung des Asylbewerberleistungsgesetzes), which now includes holders of certain residence permits under SGB II; the Asylum Procedures Acceleration Act (Asylverfahrensbeschleunigungsgesetz), which came into force on 24 October 2015 and the Integration Act (Integrationsgesetz), which came into force on 6 August 2016)⁴⁹

⁴⁹ Please refer to official publication 21/5832, in which the changed legal framework for asylum seekers, individuals with exceptional leave to stay in Germany and those entitled to asylum is described in detail.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Increasing participation in working life	a) Employment rate of people with a migration background				
		(figures in per cent)	4.7	65.1	63.0	> 65
		In brackets: Individuals without a migration background	(79.0)	(80.0)	(81.1)	
		b) Employment rate of men with a migration background				
		(figures in per cent)	70.9	71.8	69.5	> 72
		In brackets: Men without a migration background	(81.7)	(83.5)	(83.0)	
		c) Employment rate of women with a migration background				
		(figures in per cent)	58.2	57.9	56.1	> 58
		In brackets: Women without a migration background	(76.3)	(71.3)	(79.4)	
		d) Number of foreigners in jobs liable for paying social insurance contributions (as at September)	86,021	91,999	101,751	> 100,000
		In brackets: Germans	(825,816)	(835,081)	(844,373)	
		Of which are men	49,460	53,796	59,994	-
		In brackets: German men	(435,662)	(441,111)	(445,007)	
		Of which are women	36,561	38,203	41,757	-
		In brackets: German women	(390,154)	(393,970)	(399,366)	
		e) Number of employees liable for paying social insurance contributions from the eight main countries of origin of asylum seekers	-	5,296	6,516	> 8,500
		(As at September)				
		Of which are men	-	3,727	4,803	> 6,500
		Of which are women	-	1,569	1,713	> 2,000

Continued on the following page

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
2	Reduction of unemployment	a) Number of employable beneficiaries (erwerbsfähiger Leistungsberechtigter – eLB) with a migration background (As at December)	59,044 (129,296)	62,101 (129,526)	67,939 (133,246)	< 68,000
		In brackets: total eLB				
		Of which are men	27,837	29,754	33,685	-
		Of which are women	31,207	32,347	34,254	-
		e) Number of employable beneficiaries from the eight main countries of origin of asylum seekers	9,890	11,213	15,487	< 22,000
		Of which are men	5,046	6,025	9,429	-
		Of which are women	4,834	5,188	6,058	-
		c) Unemployment rate (Arbeitslosenquote – ALQ) amongst foreigners (As at December) (figures in per cent)	14.7	15.9	15.8	< 16
		In brackets: ALQ of Germans	(6.0)	(5.8)	(5.5)	
		d) ALQ of male foreigners				
		In brackets: ALQ of German men (figures in per cent)	13.4 (6.5)	14.8 (6.5)	15.3 (5.9)	< 16
		e) ALQ of female foreigners				
		In brackets: ALQ of German women (figures in per cent)	16.6 (5.5)	17.3 (5.2)	16.5 (4.8)	< 17
		f) ALQ for unemployed individuals from the eight main countries of origin of asylum seekers (As at December) (figures in per cent)	-	38.3	39.9	< 40
		Of which are men	-	35.0	36.3	< 37
		Of which are women	-	44.5	47.5	< 48
3	Simplifying the procedure for the recognition of qualifications	a) Number of new positive decisions (Accreditations in accordance with federal and state law)	132	400	not yet available	600
		b) Number of consulted individuals (ZAA)	1,324	1,742	2,295	1,800
		c) Number of individuals consulted within ESF projects for people who are immediately available to work	194	331	315	300
		d) Number of persons funded through BASFI scholarship programmes	275	282	315	350
4	Integrating foreign graduates into the Hamburg labour market	Number of residence permits issued in accordance with Section 16 paragraph 4 of the Residence Act (Aufenthaltsgesetz)	352	358	342	350

Explanation of indicators and target values:

Preliminary remark: The possibilities for the Senate to influence the sustainable integration of people with a migration background in the training and labour market in the short term are limited. Instead framework conditions and measures which have been created shall only truly begin to take effect in the medium or long term, meaning that short-term variations from previous years do not allow any direct conclusions to be drawn as to the success or failure of the measures. Labour market indicators are also highly dependent on macroeconomic trends (job opportunities).

The development of indicators is clearly influenced by the high number of refugees who came to Hamburg in 2015 and 2016. In the medium term, it is therefore more likely that the indicators will worsen. The 2018 target values have therefore been cautiously formulated.

The high degree of differentiation in the following sub-goals and indicators corresponds both to the importance of this topic for the integration of immigrants and refugees who have already lived here for a longer period of time as well as to the request made by Hamburg Parliament in accordance with the official publication 21/2550 – Aufstockung der Wohnungsbauförderung: Wohnunterkünfte zu neuen Quartieren in guter Nachbarschaft entwickeln – 25 Punkte für eine gelingende Integration vor Ort' (Boosting housing subsidies: developing housing for new quarters in a good neighbourhood – 25 points for successful local integration)

(1 a to c) The employment rate is calculated from the number of gainfully employed individuals as a share of the civilian labour force. The civilian labour force includes civilian employees, the self-employed, unpaid family members and the unemployed. According to the definition of the International Labour Organisation (ILO), persons who are of working age, are unemployed, do not work, but are available to the labour market and are actively seeking gainful employment are considered as unemployed.

The employment rate of people with a migration background increased from 60.1 per cent to 64.7 per cent from 2009 to 2014, representing an increase of 4.6 percentage points over a five-year period. A further increase of 0.4 percentage points in 2015 highlights the improvement of the situation. However, there has been a slight decline over the past year, which has been caused, among other things, by the large number of refugees. In 2016, the employment rate of people without a migration background was 81.1

per cent. A further increase and equalisation of the employment rate of people with a migrant background is therefore an important step towards equal participation in the labour market. The low employment rate of women with a migration background of only 56.1 per cent is the main source of potential here. Overall, the declared goal is to further increase the employment rate of people with a migration background in the long term. A target value of 65 per cent is the goal for the medium term.

Data source: Micro-census, Integration monitoring of the federal states (Länder) (Destatis).

Figure (1 a) is a **master plan figure**.

2025 outlook: The goal is to have the employment rate of people with a migration background be higher than 65 per cent.

(1 d to e) The number of employees liable for paying social insurance contributions has shown a slight improvement over recent years in Hamburg. The number of German employees liable for paying social insurance contributions increased by approx. 1.1 per cent from 2015 to 2016. The number of employees from the main eight main countries of origin of asylum seekers (Afghanistan, Eritrea, Iraq, Iran, Nigeria, Pakistan, Somalia, Syria) even increased by approx. 23 per cent compared to the same month of the previous year. The increase in the number of men is significantly higher (28.9 per cent) than as for women (9.2 per cent). The increase for all foreigners is still the same at around 10.6 per cent.

Please note that an analysis of employees working in Hamburg was conducted.

Data source: Federal Employment Agency (Bundesagentur für Arbeit), labour market figures; employment statistics.

These indicators figures are **masterplan indicators**.

2025 outlook: The number of foreigners in jobs liable for paying social insurance contributions is said to be well over 100,000, while the number of employees liable for paying social insurance contributions from the eight main countries of origin of asylum seekers is more than 15,000.

(2a to b) Employable beneficiaries (eLB) are made up of beneficiaries entitled to standard benefits and other beneficiaries entitled to other benefits. Beneficiaries entitled to standard benefits represent the largest share of all per-

sons living in communities of need (Bedarfsgemeinschaft) (about 95 per cent). Standard beneficiaries are entitled to the Unemployment Benefit II (Arbeitslosengeld II) or Social Benefit (Sozialgeld). Other beneficiaries are not entitled to the Unemployment Benefit II (Arbeitslosengeld II) or Social Benefit (Sozialgeld), but are entitled to other benefits under SGB II (e.g. grants for health and long-term care insurance).

This development is in line with the development of unemployment, and in particular with the number of individuals entering and exiting the eight main countries of origin of asylum seekers.

The increase in eLB by mid-2017 to approx. 22,000 persons from the eight main countries of origin of asylum seekers leads to a cautious formulation of target values.

Data source: Federal Employment Agency (Bundesagentur für Arbeit), Statistikservice Nord

These indicators figures are **masterplan indicators**.

2025 outlook: The number of eLB with a migration background should be around 65,000. The number of eLB from the eight main countries of origin of asylum seekers could stabilise at around 20,000, as long as the immigration of refugees remains at the 2017 level.

(2 c to f) The unemployment rate shows the relative underutilisation of labour supply by correlating the (registered) number of unemployed individuals to the number of employed individuals (= employed and unemployed).

Despite a generally positive labour market development, foreigners are still more greatly affected by unemployment in terms of percentages. The future task will therefore

be to focus more attention on the untapped potential of skilled workers and to deliberately have them employed in positions subject to social insurance contributions or pursue self-employment by using the regulatory system's support measures.

The successful integration of refugees into the labour market influences how close the unemployment rate of foreign Hamburg residents can get to the unemployment rate as a whole (i.e. how far it can sink). This rate also includes refugees who are eligible to remain in Germany and receive benefits in accordance with SGB II as well as asylum seekers and individuals with exceptional leave to stay in Germany who are cared for under SGB III.

Data source: Federal Employment Agency (Bundesagentur für Arbeit), Statistikservice Nord

(3) The recognition and associated use of previous qualifications enables the qualified and sustainable integration of individuals into the German labour market which also meets the expectations and demands of migrants as well as of refugees. A high number of accreditations is thus a good indicator of future and qualifications-related employment. The number of consultations also clearly shows that the provision created by Hamburg has been very well received.

Data source: BASFI.

(4) The data, which is not assignable to any individual persons, shows the number of residence permits issued in accordance with Section 16 paragraph 4 of the Residence Act (Aufenthaltsgesetz) in the respective years. Student graduates are the only target group of qualified immigration.

Data source: Einwohnerzentralamt (Central Residential Registry Office), PaulaGo.

2. Self-employment

'We want to give individuals with a migration background a chance to pursue self-employment!'

The opportunity and willingness to participate in economic life on an equal footing is also closely linked to whether there are good opportunities for self-employment and entrepreneurship. Empirical evidence indicates that migrants can improve their chances of social mobility and structural integration by becoming self-employed. The economic independence of people with a migration background and people recognised as refugees is a desirable path to economic and social integration, aside from the general importance for growth and employment that business start-ups offer anyway. Migrants already make a special entrepreneurial contribution to the German economy⁵⁰, which adds even greater momentum to the start-up activities for the economy of Hamburg.

At present, it is only a realistic option for a small number of immigrants who recently came to Germany to take the first step towards self-employment. The legal framework for integrating refugees into training and work has, however, improved significantly. Based on the refugees' great inclination to undertake entrepreneurial initiatives, it can be expected that ways to foster paths out of unemployment or strengthen the employment of individuals in jobs subject to social insurance contributions shall be sought in the near future and the opportunities for self-employment shall be exploited. Self-employment, however, should usually be preceded by a period of paid employment due to the fact that the requirements to become a self-employed entrepreneur can be quite complex. That's why it's important that refugees be provided with information about self-employment in Germany at an early stage, so that they can get a realistic picture and think about whether this route would not be suitable for them in the medium to long term.

Hamburg is also one of the leading cities for entrepreneurial activities in Germany because of its good advisory offers and support measures. In comparison to other locations in Germany, Hamburg takes the top spot when it comes to sponsoring entrepreneurs in general, but those with a migration background in particular. The Expert Council of German Foundations on Integration and Migration (Sachverständigenrat deutscher Stiftungen für Integration und Migration) has certified the city as a high standard of sup-

Best practice example Expert Group for Promoting the Migrant Economy



As part of the Hamburgische Investitions- und Förderbank's support and development network, the 'Expert Group for Promoting the Migrant Economy' (Fachgruppe Förderung der Migrantenwirtschaft) was founded to provide stakeholders involved in Hamburg's support and development network with a venue to talk about questions regarding the migrant economy. One of the main goals of the network is to identify potential for further optimisation and boosting Hamburg's support measures and to thereby develop recommendations for plans of action. As a first step, a needs analysis is currently being developed (2017).

The 'Expert Group for Promoting the Migrant Economy' (Fachgruppe Förderung der Migrantenwirtschaft) meets on a regular basis every two to three months. In addition to the Hamburgische Investitions- und Förderbank (IFB Hamburg), the Chamber of Commerce and Chamber of Trade and the Johann Daniel Lawaetz-Stiftung, the FHH-funded Firmenhilfe and the Hamburg Business Start-up Initiative (Hamburgische Existenzgründungsinitiative – hei) are also involved in this expert group.

www.hk24.de/produktmarken/beratung-service/unternehmensfuehrung/migrantische-unternehmen/beratung-migrantische-unternehmer-hamburg/2788234

port infrastructure in Hamburg, which is made up of a combination of general consulting services and supplementary target group-specific counselling services.⁵¹

In Hamburg, the Chamber of Commerce and Chamber of Trade are mainly responsible for entrepreneurial consulting services, whereas the Employment Agency (Agentur für Arbeit) and the Jobcenter oversee consulting individuals out of unemployment with the help of some external agencies which are also integrated into this process. Well-estab-

⁵⁰ Cf. to KfW (2017): KfW Research – Focus on Economics, No. 165: Migrants have more and larger start-ups: more hours a week, more employees; available online at <https://www.kfw.de/PDF/Download-Center/Konzernthemen/Research/PDF-Dokumente-Fokus-Volkswirtschaft/Fokus-2017/Fokus-Nr.-165-April-2017-Migrantengrunder.pdf>

⁵¹ Cf. to the Expert Council of German Foundations on Integration and Migration (Sachverständigenrat deutscher Stiftungen für Integration und Migration – SVR) (2014): Economic Independence as an Integration Strategy. Taking Stock of the Structures to Promote Integration in Germany; available online at https://www.svr-migration.de/wp-content/uploads/2014/11/svr_bosch_2010_05_20111.pdf

lished institutions such as the Arbeitsgemeinschaft Selbstständiger Migranten e.V. (ASM) and Unternehmer ohne Grenzen e.V. (UoG) also exist in Hamburg for this target group. They have gained trust and reputation throughout the years based on their volunteer work and are also re-

garded as 'best practice' examples of how to support immigrants to pursue self-employment. These associations act as a bridge between companies and public institutions, the Chamber of Commerce, the Chamber of Trade, funding agencies and state authorities.⁵²

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Promoting self-employment of people with a migration background – newly founded businesses	Number of newly founded sole proprietorships with foreign citizenship from the total number of sole proprietorships founded	38.5	39.3	37.5	-
		(figures in per cent)				
		For information purposes only: Number of newly founded sole proprietorships with foreign citizenship	5,434	5,375	4,964	-
		For information purposes only: Number of newly founded sole proprietorships	14,096	13,684	13,250	-
2	Promoting self-employment of people with a migration background – existing businesses	Share of self-employed persons with a migrant background (without a migration background in brackets)	-	11.9	-	-
		(figures in per cent)		(12.9)		

Explanation of indicators and target values:

(1) The number of newly founded businesses is provided based on the business notification statistics of the State Statistical Office for Hamburg and Schleswig-Holstein. The report is carried out for information purposes only: Target values cannot be formulated.

Data source: Business notifications in Hamburg, starting as of 2014.

(2) In accordance with the micro-census, the data is based on persons with a migration background between the ages of 15 and 65. A comparison of individuals with and without a migration background allow conclusions to be drawn on employment status and the opening of key professional positions. More up-to-date information is not available. A target value for 2018 cannot be formulated. In the medium to long term, the share of self-employed persons with a migration background should further converge on the share of self-employed persons without a migration background.

Data sources: Micro-census, state integration monitoring.

⁵² Please refer to official publications 20/13812, 'Unternehmensnachfolge und Migration, Stellungnahme des Senats' (Company succession and migration, statement issued by the Senate) as well as 21/7473, 'Perspektiven für die Zukunft – Potentiale von Existenzgründungen für Beschäftigung und Integration fördern' (Perspectives for the future – promote the potential of start-ups for employment and integration).

3. Continuing vocational education

'We want access to continuing vocational education to be improved for individuals with a migration background and to give low-skilled workers opportunities for qualification!'

Job market chances and risks are still decisively determined by qualifications. Training and academic studies ensure (initial) access to the labour market. Continuing vocational education guarantees the chances of being employed in a qualified profession on a sustained basis throughout one's professional life or the ability to re-enter the workforce. This can be done at work or outside work.

In accordance with the report 'Education in Germany 2016' (Bildung in Deutschland 2016) published by the Authoring Group Educational Reporting working on behalf of the Conference of Ministers of Education (Kultusministerkonferenz) and the Federal Ministry for Research and Education (Bundesministeriums für Forschung und Bildung), the participation of people with a migration background in continuing vocational education is disproportionate due to a lack of education and/or vocational qualifications. As a result, the risks of not being employed or only being employed in precarious positions increase for the target group of people with a migration background. Migrant women are particularly affected by this.⁵³

Marginally employed persons or employees subject to pay social insurance contributions who want or must gain further qualification as well as (long-term) unemployed individuals are the target group for vocational training. The defined goal of the aforementioned 'Joint Labour Market Programme' (Gemeinsamen Arbeitsmarktprogramm) run by the Employment Agency (Agentur für Arbeit), Jobcenter and BASFI is to thus promote the qualification of both target groups. The significance of qualification is also underscored in the publication *Hamburger Strategie zur Sicherung des Fachkräftebedarfs* (Hamburg strategy for meeting the demand for skilled workers)⁵⁴ where it forms one of the strategy's points of activity. On the one hand, the labour market in Hamburg is predominantly a skilled labour market. On the other hand, developments in the working world, such as increasing diversification, mechanisation and digitisation of work processes, require qualifications to be continuously adjusted.

An essential factor for taking up and achieving success in continuing vocational education is also the identification of individual educational requirements as based on one's educational and professional biography. Since the continuing education landscape is operated by a large number of non-governmental, private institutions, individuals are hardly equipped to be able to find the continuing education provision that is right for themselves and their personal and professional goals. This requires the provision of independent, culturally sensitive and easily accessible professional counselling which focuses on specific target groups. On behalf of BSB/HIBB, consultants from Weiterbildung Hamburg Service und Beratung gGmbH (W.H.S.B.) offer all individuals living in Hamburg, and thus also all persons with a background of migration, support in looking for a continuing education offer suited to them. This free and knowledgeable service has been very well received. The total number of people with a migration background increased significantly across all counselling services.

Examples of in-company continuing education aimed at keeping employees in work include:

- Weiterbildung Geringqualifizierter und beschäftigter älterer Arbeitnehmer in Unternehmen (Continuing vocational education and training for low-skilled and older workers in companies) run by the Employment Agency (Agentur für Arbeit). This programme primarily supports unskilled workers and employees in small and medium-sized enterprises. This programme's funding is used to provide knock-on financing for continuing education, especially in small and medium-sized enterprises, since it is up to the companies themselves to further educate employed workers.
- The 'Further Education Grant' (Weiterbildungsbonus) programme which is funded by the state as well as by the European Social Fund (ESF). Thanks to the Hamburg Further Education Grant 2020, small and medium-sized companies involved in personnel development and continuing education are provided with free consultation services. Based on these consultations, continuing education measures for different target groups can be promoted and information can be provided on the individually suitable qualifications. The target group includes employees subject to pay social insurance contributions in unsubsidised and subsidised employment as well as employees who receive supplementary benefits in accordance with SGB II.

⁵³ www.bildungsbericht.de/de/bildungsberichte-seit-2006/bildungsbericht-2016/pdf-bildungsbericht-2016/bildungsbericht-2016

⁵⁴ Please refer to official publication 20/8154, *Hamburger Strategie zur Sicherung des Fachkräftebedarfs* (Hamburg strategy for meeting the demand for skilled workers).

For out-of-office vocational training carried out on an individual basis, the 'Promotion of Continuing Vocational Education' (Förderung der beruflichen Weiterbildung – FbW) programme is important for SGB II and SGB III beneficiaries, and therefore also for refugees. After individual consultation with specialists at the Jobcenter and Employment (Agentur für Arbeit), this enables the jobseekers to find a training measure or continuing education measure that enhances their chances of being integrated into the professional workforce.

Examples of FbW qualification measures include getting a driving licence as a professional driver, qualifications as a healthcare/nursing assistant or a degree in business administration.

Best practice example Further Education Grant



Since 2009, nearly 12,500 employed people in Hamburg have benefited from the advice and financial subsidies of the ESF-financed Hamburg Further Education Grant (Weiterbildungsbonus). Almost 2,800 of them had a background of migration which accounts for a share of more than 22 per cent. The share of persons with foreign citizenship is 11 per cent, which is slightly higher than the number of foreign employees in Hamburg, which is 10.5 per cent.

www.weiterbildungsbonus.net/home.html

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Equal participation in FbW measures in SGB II	a) Foreigners participating in FbW (total) In brackets: Germans in total	912 (1,822)	649 (1,427)	860 (2,023)	-
		b) FbW participants from the eight main countries of origin of asylum seekers	215	147	237	300
		c) Share of FbW participants from the eight main countries of origin of asylum seekers from all FbW participants (figures in per cent)	7.9	7.0	8.2	> 8.5
		d) FbW participants with a migration background In brackets: FbW participants without a migration background (figures in per cent)	62.0 (38.0)	60.4 (39.6)	59.2 (40.8)	-
2	Equal participation in the 'Further Education Grant' programme	Persons with a migration background (figures in per cent)	17 m: 17 f: 17	28 m: 30 f: 25	29 m: 35 f: 23	26 m: 29 f: 24
		For information purposes only: Persons without a migration background (figures in per cent)	82 m: 82 f: 82	71 m: 69 f: 74	71 m: 65 f: 77	-
3	Increasing the participation of people with a migrant background in continuing education measures	Share of participants with a migrant background in W.H.S.B. continuing education counselling (Weiterbildung Hamburg Service und Beratung gGmbH) (figures in per cent)	31.9 m: 35.1 f: 30.7	36.2 m: 39.5 f: 34.1	36.7 m: 41.6 f: 34.8	30

Explanation of indicators and target values:

(1a) to (1d) The promotion of continuing vocational education of individuals with a migration background and refugees is very important since the opportunity to participate in qualification measures makes a special contribution to realising sustainable integration in the Hamburg labour market.

As a result, the share of FbW participants from the eight main countries of origin of asylum seekers increased from 7.0 to 8.2 per cent from 2015 to 2016. These persons, however, are not yet represented to the same extent in measures of continuing vocational education as would correspond to their share of all employable beneficiaries. (14 per cent of all employable beneficiaries come from these eight main countries of origin of asylum seekers) This statistic does not differentiate between men/women.

Data sources for (1a) to (1c): Statistics of the Federal Employment Agency (Bundesagentur für Arbeit), Migration Monitor, as at December 2016.

Data source for (1d): Statistics of the Federal Employment Agency (Bundesagentur für Arbeit), Migration Monitor, migration background in accordance with Section 281 SGBIII, as at December 2016.

Please note for (1d): The figure provides the population participating in continuing vocational education (FbW) measures sponsored within SGBII as at the end of year; the share values shown are provided based on participants who (voluntarily) provided information about their migration background; the migration background refers both to

persons who have their own experience with migration as well as to migration experience within the family.

(2) The 'migration background' indicator is recorded for all participants as part of the ESF monitoring. Small differences to the full 100 per cent are the result of missing participant information. Data on the share of participants with a migration background is not provided to Further Education Grant institutions. The target figures for 2018 were determined based on the actual figures for 2016 to 2017, each ranging one to two per cent above the average of these actual values.

Data source: BASFI.

(3) No coherent data exists due to the fact that a wide range of non-governmental, private institutions are involved in the continuing education sector. There is no access to participation numbers from this sector. The number of participants in continuing education counselling should, therefore, be used as the indicator. Continuing education counselling is carried out in a variety of different ways (one-on-one consultation, online through e-mail, telephone consultation and group consultation). People with a background of migration frequent the group counselling provisions the most. In this case, the numbers were over 50 per cent in 2009 and almost 100 per cent in 2015. The participation of people with a migration background fluctuates across all types of counselling (2009: 23.4 per cent, 2011: 16.9 per cent, 2015: 36.2 per cent). It would be a success if participation were to level off at around one-third.

Data source: W.H.S.B. Survey.

4. General continuing education

'We want to ensure that Hamburg residents of all ages have equal access to general continuing education offers no matter where they come from!'

General continuing education is also necessary so that individuals can face the demands of the knowledge-based society and its transformations, in order not only to remain a competitive force on the labour market, but to be able to participate in social and cultural life on an equal basis. It is not only important to improve the degree of literacy and knowledge of (business) German among those who have a different native language, but it is also vital to increase the overall participation in general further education.

Participation in general continuing education is relatively low for people with and without a migration background. In 2014, as based on the 'Education in Germany 2016' (Bildung in Deutschland 2016) report which was already mentioned above, the participation rate for people without a migration background is 13 per cent and 11 per cent for people with a

migrant background. It varies depending on education. The participation rate for individuals without school-leaving certificates and vocational qualifications is only eight per cent, whereas the participation rate for those with higher education entrance qualifications is 18 per cent.⁵⁵

Continuing education services must be openly accessible and designed in a culturally sensitive manner in order to reduce barriers to entry. People with a migration background, as well as other target groups, should be provided with easier access to continuing education services by using specific types of provisions and counselling. More mothers with a migration background, in particular, must be reached in order to firstly improve their chances of participation and secondly to be able to better participate in the school success of their children. This can also increase the overall acceptance for further education and a lifetime of learning in the family. Another goal is to introduce elderly people with a background of migration to continuing education.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Additional continuing educational opportunities especially for mothers with a migration background	Number of courses for mothers/ course provisions in the educational institutions of children	956	1,009	854	900
2	Additional offers for intercultural education for all Hamburg citizens	Number of courses/events for intercultural education at the VHS	-	-	109	100

Explanation of indicators and target values:

(1) Mother courses are courses which are designed for mothers with a migration background. They are held at the same time their children have lessons in the same schools as their children. The BSB commissions the VHS to carry out these course offers. Mother courses serve as examples of a target group that requires special support.

Data source: BSB surveys.

(2) Intercultural education provisions for all Hamburg citizens broach the concept of living side by side with people

of different backgrounds and cultures and are targeted towards people with a history of migration as well as citizens of Hamburg who have lived here for quite some time. They are meant to provide a deeper understanding and promote intercultural skills and social cohesion in the culturally heterogeneous urban society. The provision should be updated to the level of previous years.

Data source: Surveys by the Authority for Schools and Vocational Training (Behörde für Schule und Berufsbildung).

⁵⁵ www.bildungsbericht.de/de/bildungsberichte-seit-2006/bildungsbericht-2016/pdf-bildungsbericht-2016/bildungsbericht-2016

V. Settling into society, strengthening cohesion

'As citizens of Hamburg, we want to build a community based on solidarity, diversity and appreciation, no matter where we all come from!'

Maintaining and strengthening social cohesion in Hamburg is a major concern of any integration policy. It is important to overcome the divisive concept of 'Us against them', whilst promoting the feeling of being welcome and the sense of togetherness. One major way in which someone can identify with this society and the city of Hamburg may be to adopt German citizenship. Even without German citizenship, however, each and every person living here is a part of society and actively involved in it.

During many events held as part of the participation process for the further development of the integration concept, participants repeatedly confirmed the importance they attach to getting to know each other and exchanging ideas on the how to 'settle into' this society, live side by side and stick together.

The things that bind people together can be found in many aspects of society, above all, directly in one's neighbourhood, the urban quarters, at youth centres, sports clubs, cultural events or in associations and initiatives that engage people to volunteer. A variety of projects promoting cohesion in Hamburg, which are often started up by and organised by volunteers, already exist in Hamburg. This commitment should be appreciated and supported. A crucial question to be asked in this regard is: What can we (ourselves) do so that people of different origins and with different life situations feel like they are 'Hamburgers'?

1. Volunteer work

'We want people with and without a background of migration to both get involved in volunteer activities.'

It's a remarkable thing when people volunteer their time, whether it be for others, their neighbourhood, their urban quarter, their city, or for special interests such as environmental protection, firefighting or shopping for neighbours with impaired mobility: they enjoy living in our society, shaping it and thinking outside the box. This is what Hamburgers do, irrespective of their age, sexual orientation, social background or history. Over the past few years, they have been extremely welcoming in receiving and supporting refugees and in clearly demonstrating this city's integrative power of open-mindedness and worldliness.

According to the 2014 German Survey on Volunteering (Deutscher Freiwilligensurvey 2014), 36 per cent of Ham-

burg citizens volunteered for more than 14 years in various fields,⁵⁶ accounting for around 550,000 people. The rate of involvement by citizens of Hamburg with a background of migration was 27.2 per cent, compared to 40.2 per cent of people without a migration background.⁵⁷ Migrants are primarily involved in mutual family support and neighbourhood assistance in their communities and in migrant organisations.

This study, however, does not include the involvement of people with and without a migration background for 2015/2016. In other words, it does not include the high phase of current immigration. In the case of Hamburg too, recent studies show that Muslims who have lived here for a longer period of time have been specifically involved in the integration of refugees.⁵⁸

Volunteering for and by refugees as well as for and by people with a background of migration is both necessary and an integral part of social participation. Making connections

⁵⁶ State report on the 2014 German Survey on Volunteering (Deutscher Freiwilligensurvey 2014) (2016), p. 103: www.hamburg.de/engagement/veroeffentlichungen/3076870/freiwilligensurvey-hamburg

⁵⁷ Ibid. p. 40, p. 180.

⁵⁸ Muslims are more involved in refugee assistance than Christians or those with no denomination. This is the conclusion of a nationwide survey conducted by the Bertelsmann-Stiftung. According to the survey, 44 per cent of Muslims surveyed said that they volunteered to help refugees during the past year. One in five Christians helped while 17 per cent of those with no denomination got involved. According to the Bertelsmann-Stiftung's Religion Monitor, which is based on the data, Muslims therefore represent 'important bridge builders in our society' (www.bertelsmann-stiftung.de/de/themen/aktuelle-meldungen/2017/maerz/fast-die-haelfte-der-muslime-engagiert-sich-in-der-fluechtlingshilfe).

through a common commitment promotes more than just mutual understanding but leads to tolerance and cohesion in society. As a result, the ability to get involved must be made as openly accessible as possible. This applies to both state-run activities as well as the activities of civil society activities (participation offers, advisory structures, such as volunteer agencies).

In 'traditional' institutionalised fields of involvement such as sports clubs, emergency and disaster services, or networks of volunteer organisations, such as the AKTIVOLI Landesnetzwerk Hamburg e.V., the opportunities for the participation for people with a migration background are to be improved through different offers targeted towards specific target groups. This shall ensure that their intercultural opening is continued and expanded.⁵⁹

Promoting structures and framework conditions for volunteering (e.g. the foundation of an association, insurance, further training and qualification) also makes it easier for people with a migration background to volunteer. The PARITÄTISCHE Wohlfahrtsverband Hamburg e.V.'s project 'Empowerment of Migrant Migrants' (MSO) – which is funded by BASFI – effectively supports this concern. This project enables migration organisations to provide further training on founding a club/association, public relations, fundraising or project management. The migration organisations are provided with advice on how to design and initiate a project, how and where governmental and non-governmental funding can be applied for and how a grant procedure works.

The goal of a public awareness campaign which was launched and implemented in 2017 under the slogan 'You can help to do more!' (Mit dir geht mehr!) was to draw greater attention to the commitment of people with a migration background (and other target groups) and to acknowledge them in the public sphere.⁶⁰

People with and without a migration background and migration organisations work together in the care and counselling of refugees. Migrants are indispensable partners in the task of integration due to their own immigration experiences as well as their knowledge of the language and culture of the refugees.

During the summer of 2015, when a large number of refugees arrived in Germany in a short period of time, many volunteers initially helped with the primary basic care of the new arrivals, for example, by donating and giving them clothes. Volunteer commitment for the

Best practice example Hanseatic Help e.V.



Hanseatic Help, which has already received multiple awards and which is established on a purely volunteer basis, has provided and supported persons in need since autumn 2015 by distributing donations to all non-profit institutions and organisations. Refugees, homeless people, women's shelters and children's homes in Hamburg and other federal states are provided with free clothing and other essential everyday items.

The association not only regularly provides supplies to 150 institutions in order to aid the needy in Hamburg, but also provides humanitarian assistance to crisis regions such as Syria, northern Iraq, Greece, Sicily and Haiti. An IT-based logistics chain with 14 workstations has been established in the clothing bank for receiving and distributing donations. Hanseatic Help employs several refugees within the Federal Voluntary Service with Refugees (Bundesfreiwilligendienst mit Flüchtlingsbezug) programme.

www.hanseatic-help.org

aid of refugees has evolved and become partly specialised since then. Volunteers, for example, accompany the refugees on visits to the authorities, teach or give language lessons themselves, do recreational activities and much more.

This type of support is particularly helpful in the initial orientation phase and is a fundamentally important component for successful integration. This commitment should be further promoted, stabilised and expanded. To do this, the Senate created a support platform in September 2015 called the 'Forum for Refugee Aid' (Forum Flüchtlingshilfe) (www.hamburg.de/forum-fluechtlingshilfe). Volunteers and full-time experts network in so-called subject-based 'dialogue forums'. The 'Forum for Refugee Aid' provides volunteers with access to a wide variety of information and support services, including financial provisions.

Many refugees perceive the personal support of the refugees, for example, with mentoring, as a great help in the arrival phase. Mentors are not only contact persons, infor-

⁵⁹ Please refer to official publication 20/12430, Engagementstrategie 2020 (2020 Engagement Strategy).

⁶⁰ Please refer to www.mitdirgehtmehr.hamburg

mation assistants and people who explain everyday life to refugees, but they also act as facilitators in the receiving society and help to improve the understanding of the newly arrived people.

Mentors also require support in order to be able to volunteer on a sustained basis. The civilian foundation Bürgerstiftung Hamburg's 'Landing Bridges for Refugees' (Landungsbrücken für Flüchtlinge) project has been sponsoring mentorship projects in line with this concept and also provides counselling and training to those involved as mentors. As part of the integration fund, Hamburg Parliament sponsors mentorships, for example, by providing a placement and networking platform and by sponsoring individual mentorship projects (see official publication 21/6914). The Hamburg Alliance of Refugee Initiatives (BHFI), which was founded in 2016 and represents around 100 initiatives, is also working to support mentorships in one of its many thematic working groups.

Voluntary services are already a great opportunity for people who have fled to Hamburg and want to get a fresh start here. After all, they learn German faster if they spend the majority of their day-to-day lives with other people who

speak the language on a daily basis and if they make contacts. This helps mutual understanding to grow. The BMFSJ launched the 'Special Programme of the Federal Volunteer Service with Refugees' (Sonderprogramm Bundesfreiwilligendienst mit Geflüchteten) which is currently only set to run until the end of 2018. Within the scope of this programme, Hamburg has received around 120 additional spots for refugees and people with a refugee status, of which 80 have now been filled by different organisations (as of April 2017). The first refugees regularly completed their federal volunteer service and are now pursuing training or academic studies. The Authority for Environment and Energy (Behörde für Umwelt und Energie) offers a 'Voluntary Ecological year for Refugees' (Freiwilliges Ökologisches Jahr für Geflüchtete) with ten additional spots per year for refugees.

Apart from these structures, refugees are also involved in volunteer refugee aid initiatives, such as 'Teemobil', 'Hanseatic Help e.V.' (see info box), and the BHFI. They are also increasingly involved in self-organised groups and clubs, for example, 'Refugees for Refugees' (Flüchtlinge für Flüchtlinge).

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Increased networking of migrant organisations in relevant networks and their activities	Number of migrant organisations involved in the activities of AKTIVOLI Landesnetzwerks Hamburg e.V.	10	10	10	10
2	Increasing intercultural openness of volunteer agencies	Number of volunteer agencies which specifically focus on providing advice to individuals with a migration background in relation to volunteering	3	5	5	5
3	Supporting and empowering refugees	Number of assigned mentorships	-	-	-	50
4	Promoting involvement of refugees	Number of events for dialogue forums	-	-	22	25

Explanation of indicators and target values:

(1) Activities include, for example, participating in the AKTIVOLI volunteer fair or participating in expert groups and association events. The result achieved is to be maintained at this level. Compared to the previous concept, the sub-goal is measured by a summary indicator.

Data source: BASFI/AKTIVOLI Landesnetzwerk Hamburg e.V.

(2) The intercultural opening of the volunteer agencies includes, for example, participating in corresponding further training events, multilingual consultation or the translation of flyers and brochures. The target value corresponds to the number of state-subsidised volunteer agencies.

Data source: BASFI, volunteer agencies.

(3) Mentorships bring refugees and residents together as teams so that they can meet on a regular basis. The Hamburg Parliament issued the decision to sponsor mentorship programmes in the official publication 21/6914 and to use resources from the Integration Fund for this purpose. It can be expected that up to 50 mentorships shall be created.

Data source: BASFI, volunteer agencies, 'Landungsbrücken für Geflüchtete' project, Mentor.Ring e.V.

(4) Full-time experts and volunteers use the 'Forum for Refugee Aid's' (Forum Flüchtlingshilfe) dialogue forums to engage in discussions about integration-relevant subjects, such as 'housing' or integration in training and work'. Experts provide summaries of factual information in so-called 'FAQs' which are then published online for volunteers. Numerous information events are also held for volunteers and refugees. In 2016, a total of 22 events were put on by the 'Forum for Refugee Aid's' (Forum Flüchtlingshilfe) dialogue forums. After Hamburg Parliament provided the 'Forum for Refugee Aid' (Forum Flüchtlingshilfe) with 100,000 euros for 2017 and 2018 to strengthen and expand the dialogue forums (official record 21/6998), the number of events is to be further increased.

Data source: BASFI

2. Child and youth work

'We want institutions for open child and youth work and youth social work to be places of successful integration where tolerance is practiced and lived. We want all youth to be motivated to get involved and participate in youth organisations!'

Child and youth work in institutions or youth organisations is open to all young people regardless of their gender, sexual orientation, origin or immigration status. The recreational and educational opportunities offered by open child and youth work (Offene Kinder- und Jugendarbeit – OKJA) is targeted towards youth under the age of 27. Since the share of people with a migration background is higher in younger age groups than as in older age groups, child and youth work plays an extremely important role when it comes to integration policy.⁶¹

While OKJA is offered by experts/specialists and planned in cooperation with users, young individuals work and organise themselves in association-related child and youth work. Both forms of child and youth work promote personal development and social skills. They offer a great deal of content variety ranging from music, sports, politics and even technology.

Youth social work programmes are also open to disadvantaged youth regardless of their background or immigration status. They provide counselling for different matters of life, especially for making social, educational and professional decisions.

a) Open child and youth work/Youth social work

Around 60 per cent of youth who use facilities of OKJA or youth social work have a migrant background. Apart from school and training, OKJA plays a vital role as a place to socialise and as a place of informal education. Children and youth find it easier than adults to work together across language barriers and any other alleged obstacles. The mutual understanding, appreciation and acceptance of cultural, gender and social diversity and the resources arising out of these differences heavily influence the positive development of youth with and without a migration background. The facilities and offers of the OKJA as well as the youth social work support them so they can have such experiences and mutually plan their free time. Youth social work also helps them to deal with problems in school and vocational training, upon entering the world of work and in overcoming social disadvantages.

⁶¹ Please refer to Section A.

The promotion of girls and young women who are hindered or even prevented from getting involved in an open society due to their cultural, social or economic background is particularly important for the integration of refugees. Picking them up from their housing accommodations and accompanying them to the respective provisions has proven to be an effective tool in making it possible for girls to take part in recreational activities. An increasing number of girls now attend such provisions on their own.

Girls who are afraid of coming into contact with others due to their cultural background are first accompanied to special girls' facilities. These girls should also be brought to facilities for both genders as soon as possible in the future. Special attention must be paid to girls with a background of migration in the educational concepts of child and youth institutions. The acceptance of a variety of gender roles and sexual orientations must be promoted, in particular, among boys and young men.

While adults in Germany are generally familiar with OKJA and with youth social work, many young refugees do not yet have any knowledge of these provisions. Schools, therefore, cooperate with child and youth work institutions during the initial orientation phase in order to inform youth of their existence; specific activities are also offered by institutions of OKJA, youth social work and youth work associations. One example includes mobile play buses which regularly visit housing accommodations and initial reception facilities to provide recreational activities. By carrying out low-threshold work on site, they make it easier for children and youth to accept other programmes offered by regulatory child and youth work systems (see info box).

When it comes to OKJA and youth social work, district report statistics do not differentiate between refugees, immigrants who have come here for other reasons, or children of immigrants who have lived here for quite some time.

Best practice example Play buses



For some children between the ages of three and about 14, it is difficult or hardly possible to reach OKJA facilities without the help of adults. This is especially true for youth living in remote urban quarters or youth living in housing accommodations as refugees or for other reasons. Selected housing facilities and initial reception facilities are visited by play buses (Spielmobile) once a week. The employees offer common games and cultural education activities for the children on site. These offers are intended to introduce underage refugees to their urban quarter and to the children living there as well as to show them the OKJA's local offers.

www.hamburg.de/treffpunkte-kinder-jugendliche/4356312/spielmobile/

Surveys which better represent these groups would only be possible by directly interviewing individuals. This, however, would be perceived as discriminatory and would contradict the open accessibility of these provisions. The same applies for statistics conducted in relation to youth associations.

Existing provisions should be reviewed and, if necessary, improved, in particular if the composition of the users does not correspond to that of the users within reach of the institution or if a sufficient level of intercultural exchange between the different groups of origin has not been achieved.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Consideration of the different needs of young people as based on their cultural background in the educational concepts of institutions	Number of concepts that consider the cultural background of their target group (figures in per cent)	74.7	78.3	77.3	80
2	Promoting the examination of intercultural issues among children and youth	Share of group activities focusing on 'Intercultural work or integration' (figures in per cent)	12	9	12	12
3	Promoting intercultural and gender skills of educational professionals involved in OKJA work	Number of socio-educational training events focusing on intercultural or gender issues which are open to OKJA employees within the annual programme	5	7	7	6

Explanation of indicators and target values:

(1) In general, OKJA institutions including those of youth social work have concepts in place for their educational work. The number of institution concepts with an intercultural focus are already included within the scope of yearly reporting activities. The area surrounding an institution and the educational focus of an institution influence whether or not it is necessary for an institution concept to take an intercultural approach. The number of OKJA institutions reaching out to young people with a migrant background is close to 100 per cent, meaning that almost institution concepts must include interculturalism as part of their concept.

Data source: District report for open child and youth work/youth social work.

(2) Based on Section 11 paragraph 3 of the SGB VIII, group activities are made available to youth to support their development in OKJA institutions and youth social work facilities. In the OKJA's reporting system, group activities are already recorded into twelve categories, including 'intercultural work and integration'. Assignments to multiple categories are not possible. The share of group activities, in which the main focus is placed on interculturalism and integration, should be taken into consideration in the future as a parameter for measuring the target achievements for integration.

Data source: OKJA reporting system/Youth social work.

(3) The subjects for the annual programme's further training events are influenced, among other things, by social developments, social work needs, legislative procedures and political programmes. The main points of focus are thus subject to variation. A minimum level should therefore be ensured with the target value.

Data source: Programme evaluation.

b) Youth association work

In youth associations, such as in the girl guides and boy scouts groups, children and youth learn to take their own decisions, to represent their own interests in a democratic manner and to assume responsibility.⁶² They promote getting involved in society in a unique way, while strengthening cohesion and tolerance. Youth meet on a regular basis in their club or association, actively partake in seminars or participate in recreational activities. For example, many young individuals from youth associations have heavily involved young refugees in youth association work directly after their arrival in Germany, for example, by cooperating with initial reception facilities as well as with voluntary youth welfare organisations.

Hamburg has a living tradition of international youth associations. These institutions are particularly attractive to youth with a background of migration due to the fact that they are able to respond to the needs of refugees especially well. Nationwide studies show, however, that children and

⁶² An overview of the youth associations and working groups operating at the state level can be found on the Regional Youth Council (Landesjugendring) website at: www.ljr-hh.de/hamburger-jugendverbaende

youth with a migrant background are widely underrepresented in many other youth associations. In order to make up for this imbalance, Hamburg's advisory services for all youth associations therefore focus on increasing intercultural openness. BASFI's ability to make an impact here is limited to advising and promoting associations due to the fact that youth association work is based on the independent, collaboratively managed, self-organised and self-determined activities of youth themselves (in accordance with Sections 12, 74 SGB VIII).

The intercultural opening of youth association work has two objectives: the fundamental participation of young people with a migration background in youth associations and the support and assistance of the youth associations in activities and processes for intercultural opening.

Recreational offers for youth

Contact between young people who already participate in youth associations and young refugees has already been established, for example, through recreational offers to play such as 'Carrera track racing' which does not require a great deal of communication (low language barrier). As a result, young refugees could find out about existing youth associations and be connected to contacts who are helpful to know during a phase of rediscovery and orientation. After all, it's good to know people your own age in a country.

This campaign showed young people already involved in youth associations participating in the campaign, for example, how important it is to take responsibility.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Intercultural organisational development of youth associations (public relations work, provisions, further training)	Number of consultation sessions with youth associations addressing this issue	108	136	69	35
2	Promoting intercultural education and opening up of youth organisations through further training opportunities	a) Number of further training days	71	76	N/A	-
		b) Number of participating youth associations	44	50	N/A	-

Explanation of indicators and target values:

(1) The fact that consultation sessions concentrated on the subject of 'Youth association work and refugees' as a pressing issue has led to the last few years having high comparative values. It can be assumed that the topic won't be in such high demand in the future. As a result, the target value has been adjusted accordingly.

(2) Not assessable, as it is a voluntary provision.

Data source: BASFI's own surveys.

Data source: BASFI's own surveys.

3. Social work for seniors and senior citizen participation

'We want all elderly living in Hamburg to have equal access to offers for social work for seniors and senior citizens' interest groups!'

Of the 631,000 people with a background of migration, the number of youth is significantly higher than the number of elderly. While half of Hamburg's residents under the age of 18 have a background of migration, only 16.7 per cent of individuals over the age of 65 have a migration background.⁶³ Demographic projections show, however, that the number of individuals over the age of 65 with a migration background will rise by almost 40 per cent in the next ten years, and the share of individuals over the age of 80 will almost double.⁶⁴ There are only very few elderly people among those who recently came to Germany as refugees..⁶⁵

Many of the older people with a migration background in Hamburg came to Germany as 'guest workers' when they were younger and had the intention to return to their home country at the age of retirement or travel back and forth between the countries. Surveys show, however, that the majority of senior citizens with a background of migration have given up their plans to return to their home country. The main reasons for this include children and grandchildren living in Germany but also low pensions and the rising cost of living in their home country.

Our goal is to direct greater attention towards the group of elderly with a background of migration and to provide them with equal access to social work provisions for senior citizens and to senior citizens' interest groups.

84 senior citizens' clubs exist in Hamburg and contribute to social life. These clubs are visited over 700,000 times each year. Senior citizens' clubs are informal meeting places open to all Hamburg seniors. The offers are intended to meet a wide variety of different needs, for example, based on their background. In accordance with the Global Guideline for Social Work for Senior Citizens in the Free and Hanseatic

Best practice example Senior citizens' clubs



Migrants also frequently attend senior citizens' clubs. Some senior citizens' clubs, such as the Intercultural Senior Citizens' Club Altona Mekan, the clubhouse for older migrants living in Billstedt LIMAN and the senior citizens' club in the ReeWie-Haus in Eidelstedt, provide offers which focus specifically on older citizens with a background of migration. The community centre St. Pauli e.V., the Dulsberg Senior Citizens' Club and other programmes also hold a variety of events for this target group. They all make it possible for senior citizens to meet each other and communicate, for example, in their mother tongue, but they also provide them with social counselling, sports classes, etc. at individual locations.

City of Hamburg (Globalrichtlinie zur bezirklichen offenen Seniorenarbeit in der Freien und Hansestadt Hamburg), senior citizens' clubs should enable intercultural exchange.

In cooperation with senior citizens' clubs or senior citizens' groups and their institutions, the districts plan further offers for social work for senior citizens aimed specifically at the elderly with a background of migration, among others in senior citizens' clubs, groups and circles.

Section 3 paragraph 2 of the Hamburg Law for the Participation of Senior Citizens (Hamburgische Seniorenmitwirkungsgesetz – HmbSenMitwG) stipulates that at least two members of the senior citizens' advisory councils functioning at federal state and district levels must have a background of migration, with at least one man and one woman. This minimum staffing obligation roughly corresponds to their current share of the population. A main sub-goal was, therefore, achieved when the law came into effect on 1 April 2013.

⁶³ Resident register 31/12/2016 (primary residence only) supplemented with estimates with MigraPro by the Statistical Office for Hamburg and Schleswig-Holstein, please also refer to 'Statistik informiert, Nr. V/2017' (Statistics informs, No. V/2017).

⁶⁴ Authority for Health and Consumer Protection (Behörde für Gesundheit und Verbraucherschutz), Rahmenplanung der pflegerischen Versorgungsstruktur bis 2020 (Overall plan for nursing care facilities up until 2020).

⁶⁵ PAULA GO (Projekt Automation Ausländer-Abteilung, Grafische Oberfläche) (Automation project for the foreign citizens department, graphic interface) 26/07/2016.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Increasing intercultural openness of senior citizens' clubs	Number of specific offers provided for the elderly with a migration background at senior citizens' clubs	1,500	1,500	-	-
2	Participation of elderly with a migration background in senior citizen interest groups (in accordance with HmbSenMitwG)	Number of seniors with a background of migration in the senior citizens' advisory councils at the federal state and district levels	17	19	19	At least 16 8 m 8 f

Explanation of indicators and target values:

(1) The goal is set by the Global Guideline for Social Work for Senior Citizens in the Free and Hanseatic City of Hamburg (Globalrichtlinie zur bezirklichen offenen Seniorenarbeit in der Freien und Hansestadt Hamburg). Upon determining the number of specific provisions for 2016, the analysis of the report values submitted by the districts showed that there are different counting concepts existing for this indicator. As a result, it's necessary for this indicator to be redefined by the Authority for Health and Consumer Protection (Behörde für Gesundheit und Verbraucherschutz – BGV) and district authorities working together with senior citizens' clubs and their institutions. A target value cannot currently be determined based on these methodological difficulties.

Data source: District offices, reporting according to Global Guideline for Social Work for Senior Citizens (Globalrichtlinie zur bezirklichen offenen Seniorenarbeit).

This indicator is a **masterplan indicator** and serves as an example for intercultural exchange.

2025 outlook: In light of the significant increase in the number of individuals over the age of 65 and over the age of 80, the number of specific offers for the elderly with a background of migration in senior citizens' clubs should be increased. Equal attention must be paid, however, to ensure that all senior citizens' club provisions reach both seniors with and without a migration background. This may lead hereinafter to a changed masterplan indicator, if necessary.

(2) The minimum target is set by the HmbSenMitwG.

Data source: District Offices for the District Senior Citizens' Advisory Councils/Authority for Health and Consumer Protection for the National Senior Citizens' Advisory Council (Bezirksämter für die Bezirks-Seniorenbeiräte/Be-

hörde für Gesundheit und Verbraucherschutz für den Landes-Seniorenbeirat).

4. Sports

'We want everyone in Hamburg to be crazy about sports!'

Sports make a significant contribution to integration. Sports promise and prove that anyone who combines their own strengths with team spirit can achieve success. They show us that anyone and everyone can achieve something they want to achieve, no matter their parental home, regional or social background. Sports require you to put in effort of your own and perform, but also be willing to learn from the experiences of others. Sports immediately provide a tangible sense of achievement. They also teach you that you can't always win and that good losers can also be winners.

They can help to eliminate prejudices and connect individuals of different social and cultural backgrounds. This applies for professional sports with its powerful potential for identification, but even more for amateur and recreational sports. The federal states (Länder) of Germany already emphasised the role of sports in their contribution to the National Action Plan for Integration (Nationaler Aktionsplan Integration) which was formulated at federal level in 2012. In it, they emphasised that appropriate programmes had to be expanded or developed by specifically focusing on target groups. The Senate also recognises the political relevance of sports and views it as a task that must be dealt with across different sectors.⁶⁶

Thanks to its wide range of options, organised sports in particular represent an important area of action for integration policy. Sports clubs provide places to meet and get socially involved. As such, they can promote and accelerate

⁶⁶ www.hamburger-sportbund.de/system/files/downloads/files/dekadenstrategie_zukunftskommission-sport.pdf

Best practice example 'Ab ins Wasser – aber sicher!'



The 'Ab ins Wasser – aber sicher!' (Dive in – but safely) project is a joint initiative of the Hamburg swimming operators with the goal of making children aged four to six in particular feel comfortable in water as well as improving their swimming skills.

Together with Bäderland Hamburg GmbH, Hamburger Schwimmverband e.V. and DLRG Hamburg e.V., as well as Unfallkasse Nord, FHH has initiated a broad alliance of all swimming partners in order to make parents and guardians of children more aware of swimming.

The project is financially supported by the State Sports Office (Landessportamt). The information is offered in several languages to target and reach parents who do not speak German.

www.hamburg.de/abinswasser

integration. This, however, requires active design and encouragement. Two strategic goals are being pursued in this respect in Hamburg: participation in sports and cohesion through sports.

a) Participation in sports

Compared to the rest of the nation, an above-average number of Hamburg citizens is involved in sports, or work out/exercise. There is hardly any difference between the sports activities of people with and without a background of migration.⁶⁷ Nationwide surveys, however, show that people with a migration background are less likely to be members of a sports club than people without a migration background, with significant differences existing between types of sports, sports associations and age groups.⁶⁸ Nevertheless, it is possible to identify certain demographic

groups whose participation in organised sports is weaker, for example, women with a migration background. In addition to socio-economic and gender-based factors, cultural factors also play a significant role here. For example, there are not enough special provisions for women and girls held in private, view-protected areas. In some cases, there is no distinct culture of sports clubs existing in their home countries, especially in war zones, as there is in Germany, and this can lead to fear of established structures.

People who are underrepresented in club-organised sports can be motivated to participate by offering them specific programmes and words of encouragement to participate.

The goal is for the number of individuals with a migration background, including those who have recently fled to Germany, to be equal to their share of the total population.

Best practice example International Women's Sports



A new offer aimed specifically at women with a background of migration was opened up at SC Urania – a club with 750 members between Dulsberg and Barmbek – in cooperation with International Women's Sports (Frauensport International). Participation is deliberately kept open and freely accessible. Anyone who wishes to participate can drop by and sign up under the guidance of an expert with no requirement to register.

Four gym classes and swimming lessons (both held in private areas) as well as cycling courses are offered here. Women from Turkey, China and Afghanistan can cycle together, enjoy freedom, fresh air and mobility. Or, as one participant from China once cheekily said: 'If you're living in Germany and don't know who Brecht is, that's okay, but shame on you if you don't know how to ride a bike ...'

www.scurania.de/index.php/abteilungen/frauensport

⁶⁷ The sports activity rate for Hamburg was determined among others through a survey of the population (www.hamburg.de/contentblob/2742950/5f4492c872314fac50f2316274aeacad/data/pdf-sportentwicklungsplan-low.pdf), report by Professor Wopp, University of Osnabrück, 2010). It states that 77.3 per cent of foreign women and 78.6 per cent of men are involved in sports (in comparison: German women: 80.4 per cent and men: 80.9 per cent). Although the data can only be transferred to a limited extent to the (non-surveyed) values of people with a migration background, they do allow conclusions to be drawn.

⁶⁸ The 2013/2014 Sports Development Report (Sportentwicklungsbericht 2013/2014) by the German Olympic Sports Confederation includes 'members with a migration background' and 'volunteer positions filled by persons with a migration background'. It stipulates that 6.2 per cent of the members of the German sports clubs nationwide have a migration background and thus account for a significantly lower share of their actual share of the total population. No new data was collected in the 2015/2016 Sports Development Report (Sportentwicklungsbericht 2015/2016).

This applies to both active members as well as volunteers. Sports clubs, in which only migrants are organised, lead to an increase in the share of people with a migration background in club-organised sports. In order to exploit the potential of sports to promote understanding, it is important to open up all sports clubs to participants from different backgrounds and to increase their diversity within the clubs. To do so, the contents of the sports programmes as well as their general conditions in terms of time, space and staff must be more strongly geared towards the interests and needs of migrants. All clubs must equally emphasise the development of intercultural and partnership structures, no matter if the majority of the members have or don't have a migration background.

b) Strengthening cohesion through sports

Equal focus is placed on persons with and without a background of migration who have already joined a club-organised sport in efforts to achieve greater social cohesion through sports. Both members active in sports as well as volunteers and full-time functionaries act as multipliers and should recognise and take advantage of the integrative nature of sports. Many individuals with a migration background are prepared to take on social responsibility.

The objective is to unlock these potentials to increasingly involve people with a migration background in volunteer work than previously before and to win them over as instructors, advisors, but also as coaches, judges and officials in organised clubs and sports associations. Girls and women with a migration background are one area of focus here. Refugees with prospects of remaining in Germany are

also to be focused on in terms of longer-term integration work.

The aspect of increasing intercultural openness in sports is also an indispensable part of integration work. This requires raising awareness at all levels of sports organisations and associations as well as having a programme of offers corresponding to the life situations and worlds of the individual sections of the population.

Adequate framework conditions and structures of participation are being created for this purpose by collaborating with clubs and associations involved in the Hamburg Sports Federation (Hamburger Sportbund – HSB). A number of developments have already been made. The most successful measures sponsored by the Authority for Internal Affairs and Sports (Behörde für Inneres und Sport) and implemented by the HSB include:

- The targeted promotion of the federal programme 'Integration through Sport' (Integration durch Sport) of the German Olympic Sports Confederation and its member organisations. The programme is implemented by the HSB in Hamburg and promoted by the Federal Ministry of the Interior and the Authority for Internal Affairs and Sports (Bundesministerium des Innern und die Behörde für Inneres und Sport).
- Consultancy services for associations and clubs subsidised by the HSB.
- Multilingual information for parents, for example, for programmes such as 'Shemoves' (Online database) and 'Ab ins Wasser – aber sicher!' (Dive in – but safely).

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Improving possibilities to participate in organised sport	b) Number of subsidised integration measures that are openly accessible and aimed at specific target groups each year in sports clubs	81	87	116	200
		b) Number of subsidised target group-specific integration measures for girls and women (figures in per cent)	-	43	37	40
2	Promoting the acceptance of intercultural diversity in sports	Number of qualification measures for 'intercultural awareness'	8	8	25	12

Continued on the following page

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
3	Promoting intercultural opening and targeted integration work in sports clubs	b) Number of support clubs in the 'Integration through Sport' (Integration durch Sport) programme per year	13	13	18	25
		b) Number of counselling services/ advisory processes for/in sports clubs per year	9	54	18	27
		c) Number of individuals with a background of migration who become sports club members as a result of integration measures per year	209	approx. 235	-	300
4	Promoting and recognising volunteer efforts made by individuals with a background of migration	a) Individuals with a background of migration who are specifically recruited for qualification measures in organised sports per year	22	20	-	20
		b) Share of women with a migration background who are specifically recruited for qualification measures in organised sports (figures in per cent)	-	-	-	20
		c) Number of individuals with a migration background newly recruited to volunteer positions in sports clubs	approx. 428	approx. 731	164	100
		d) Share of women with a migration background newly recruited for volunteer positions (figures in per cent)	-	-	-	20

Explanation of indicators and target values:

The projects and measures carried out within the 'Integration through Sport' (Integration durch Sport) programme as well as the courses and activities offered by HSB will continue within the limits of available resources.

Data source: All values specified are collected by the HSB.

(1a) Low-threshold and needs-based provisions are easily accessible (and open) provisions for the intended target group which can be tailored to the specific needs and requirements of people with a migration background or people who are socially disadvantaged, and thus help attract them to these target groups, as well as provisions which consciously reduce/eliminate possible inhibitions and barriers in advance in order to enable participation of the desired target group (e.g. free provisions, no prior registration, privacy protection for women's programmes, etc.)

This indicator is a **masterplan indicator** and serves as an example for intercultural exchange.

2025 outlook: The number of openly accessible, subsidised integration measures aimed at specific target groups each year in sports clubs is to be maintained. This requires long-term federal support.

(1b) 40 per cent of all target group-specific integration measures in the sports club. The influx of refugees may cause this value to decrease since many clubs focus on integrating refugees, who are primarily male and account for the majority of refugees.

(2) Due to the high level of immigration of refugees, great efforts were made in 2016 to implement as many qualification measures and events as possible on this range of topics. This demand is no longer expected in 2018.

(3a) Support clubs make special efforts to integrate individuals with a background of migration/refugees. They use complex, extensive and sustainable projects to promote the integration and structural establishment of the subject in their sports club. Target group-specific offers are combined with structural measures for intercultural club development (e.g. qualification measures, types of public relations/addressing the target group, networking with external sports partners and migrant organisations).

(3b) 14 supportive consultation processes were operated by the support clubs in 2015 (preliminary and target agreements, milestone discussions and appraisal sessions for each club). More than 40 clubs were also provided with advice on developing projects, in particular for the target group of refugees. 18 supportive consultation processes were operated by the support clubs in 2016 (preliminary and target agreements, milestone discussions and analysis sessions for each club). More than 50 clubs were also provided with advice on developing projects, in particular for the target group of refugees.

(3c) Only information can be provided here on how many persons with a migration background become members and/or functionaries through 'Integration through Sport' (Integration durch Sport) measures since, among other things, the HSB membership survey does not collect information on the 'migration background'.

(4a) On the one hand, qualification measures include measures that teach existing and new club personnel (instructors, department managers, board members) how to deal with diversity, as well as measures that specifically empower and support individuals with a migration background/refugees so that they can take on voluntary/full-time positions in clubs.

4b) 20 per cent of all persons with a migration background who take part in qualification measures.

(4c) A large number of clubs focus on this target group due to the current relevance of integrating refugees. As a result, it is unlikely that as many persons with a migration background can be recruited as volunteers as in 2016. Please also refer to the explanation for (3c).

(4d) 20 per cent of persons with a migration background who are recruited for volunteer positions in sports clubs.

5. Culture

'We want to increase the cultural participation of all Hamburg citizens regardless of their social or cultural origin!'

Art and cultural projects are particularly well suited for building bridges and contributing to the necessary intercultural exchange at various levels. This applies to established cultural institutions as well as to district cultural projects.

Institutions such as theatres, museums and operas are traditionally significant custodians of European culture, which have long been joined by newer forms of artistic representation such as film, light music or performance art. The one thing in common with all forms of art and culture is that they have always all been influenced by cross-border exchange and, that they all bear a certain degree of social responsibility, especially when it comes to state-subsidised institutions and offers.

People with a background of migration are still underrepresented in these institutions, above all in traditional and 'conventionally shaped' institutions, both as employees and as users. No precise data exists here since the question of ethnic origin is perceived as discriminatory by both employees and users of cultural institutions. Research results and estimates, however, suggest that further intercultural opening of cultural institutions is required. A broader culturally and ethnically diverse audience can be reached by deliberately addressing people with a migration background and by providing opportunities to create and participate. One way forward may be to take greater account of the issues facing a society shaped by migrants and the immigration history of each group.

Best practice example Hamburg libraries



The intercultural opening of Hamburg libraries is supported not only by a comprehensive offer of multilingual media but also by guided tours on how to use the libraries:

For example, Arabic lessons are offered once a week for one hour at the main library. Participants meet in the lobby where they are picked up. Registration is not required. This offer exists as long there is a demand for it.

Some museums, for example, display the cultural diversity of their employees in their own facilities or design exhibitions on diversity and the different ways of interpreting art (e.g. the 'Open Access' exhibition at the Hamburg Kunsthalle).

In order to support these policies and further open up institutions, the Authority for Culture and Media (Behörde für Kultur und Medien) promotes projects such as the Werkstatt 3 which offers the advice and support of Hamburg cultural institutions for intercultural opening. State museums, theatres and private theatres are participating or have already participated in this programme. Examples include the HamburgMusik, Ernst Deutsch Theater and the Museum für Völkerkunde. The Hamburg public libraries (Hamburger Öffentlichen Bücherhallen – HÖB) and Goldbekhaus have also participated.

The Authority for Culture and Media (Behörde für Kultur und Medien) also keeps its eye on the participation of refugees. It supports, accompanies and promotes the educational theatre and artistic programmes of various cultural institutions especially for this target group.

The programme and repertoire of the Thalia Theater and the Deutsches Schauspielhaus as well as the international cultural venue Kampnagel are strongly committed to refugees and people with a migration background. One example is the 'Thalia Pathfinders' (Thalia Pfadfinder) project which uses several workshops to show young individuals with a history of migration how international theatre productions are developed. The Thalia Theater has also set up the 'Welcome Café' (embassy of hope) which not only offers people a place to hang out but provides them with counselling, among others, for unaccompanied minor refugees. In cooperation with the church parish, the Deutsches Schauspielhaus Hamburg launched the project 'New Hamburg' to convert the evangelical church Immanuelkirche Veddel into a cultural centre. It is located in a district of Hamburg where the largest number of different cultures live side by side.

The international cultural venue Kampnagel actively involves refugees in its programme. Such examples include 'Refugee Voice Show' or the 'Still Alive: Syrian Diasporic Sounds' where professional Syrian artists also perform. The programme doesn't only focus on refugees, but instead is intended to reflect the entire diversity of society.

One of the Authority for Culture and Media's (Behörde für Kultur und Medien) requirements for supporting private theatres is the reflection of social developments. Within the scope of the agreements on goals and performances, they must explain to what extent there are special activities or offers for special target groups (schools, seniors,

Best practice example Ensemble Hajusom e. V.



The Ensemble Hajusom was founded 18 years ago. The award-winning collective of young performers develops interdisciplinary theatre productions of a high artistic standard.

80 to 100 youth and adults were members of the ensemble and the junior talent groups in 2017. Hajusom offers an open structure that encourages individuals to make artistic contributions. In the 'Nachwuchsschmiede' (Talent Incubator), young refugees dance, perform and write together with experienced Ensemble members. Performances, musical compositions and texts are created and then presented in different contexts. The Ensemble also simultaneously offers counselling and provides information on training and study placements, trauma and psychological care. The performers regard migration as being normal and integration as a two-way process. They each carry a piece of their home around with them and work in accordance with the principle 'each one, teach one'. Members who have been with the Ensemble for many years act as 'gap-bridgers' or integrators for newcomers.

www.hajusom.de

A comprehensive overview of the numerous offers available is provided on the website sponsored by the Authority for Culture and Media (Behörde für Kultur und Medien):

www.willkommenskultur-hamburg.de

Free offers at:

www.hamburg.de/kultur-fuer-jedermann

www.hamburg.de/kostenlos/1953222

individuals with a background of migration, disabled persons). As part of TuSch (theatre and school), TmS (theatre makes school), mentorships, etc., school activities are primarily shaped by efforts to reach children and youth with a migration background.

The broad and varied cultural offer in the urban quarters of Hamburg makes an equally important contribution. Events, courses, projects, district festivals and open offers provide the framework for people to identify with their environment, for active intercultural dialogue and for bridges to be built between the generations. The institutions of district culture provide the foundation for holistic and cultural educational processes, which integrate formal, non-formal and informal⁶⁹ concepts and create ideas, especially for disad-

vantaged children and youth. An alliance of Hamburg foundations, entrepreneurs and citizens already launched the funds 'Freiräume!' in 2016 to use cultural projects to promote the participation and integration of refugees in the urban quarters of Hamburg. This commitment was continued in 2017 with the support of the Ministry of Culture and Media (Behörde für Kultur und Medien) and supplemented with resources from the Hamburg Integration Fund following a decision by the Hamburg Parliament.⁷⁰

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Intercultural opening of Hamburg public libraries: Expanding foreign-language media and German learning materials	a) Number of foreign-language media for children and adults in the main library	22,000	25,500	25,000	30,000
		b) Number of German learning materials (DaZ) in the libraries	8,300	9,800	13,200	7,000
2	Intercultural opening of Hamburg public libraries: establishing and expanding intercultural collection	Number of media addressing the subjects of migration and interculturalism	1,400	1,500	2,000	1,500
3	Intercultural opening of Hamburg public libraries: further expansion of the Education and Participation Package (Bildungs- und Teilhabepaket)	Total number of library cards issued as part of the Education and Participation Package (Bildungs- und Teilhabepaket)	4,619	6,494	5,596	Approx. 7,000
4	Cultural diversity in the state museums: encouraging collaboration with schools	Expansion of measures, for example, reaching students in youth recreational facilities not yet used by museums	-	-	225	225
5	Cultural diversity in museums: target group-oriented offers in the museums	Exhibitions and events addressing or considering the subjects of migration, intercultural life, identity, home country, etc.	-	30	30	30

Explanation of indicators and target values:

(1) The foreign-language offer is aimed at the language groups most strongly represented in Hamburg according to the micro-census. Rotation stocks, that can be ordered for half a year and lent out from the libraries, are available for Arabic, Farsi, Urdu, Polish and Turkish. All other language collections available in the main library can be put together in groups and then lent out at local libraries. The Overdrive platform has also offered foreign-language e-media since 2016. DaZ (German as a second language) media focuses

specifically on materials for learning the German language. Teaching materials used by the Hamburger Volkshochschule (VHS) in the integration courses are available in the main library and all other local libraries. Since 2016, the libraries have also supported language training provided by volunteer language assistants by providing media bags to graduates of relevant training courses organised by the VHS. The stock of digital self-learning materials for all levels, which were licensed for the Hamburg public libraries' eLearning platform, was significantly expanded. The text-

⁶⁹ Non-formal education, which is often called out-of-school or extracurricular education, refers to any programme performed outside the formal curriculum for the personal and social development/training of young people.

⁷⁰ www.hamburg.de/pressearchiv-fhh/8236424/freiraeume-kultur-fuer-gefluechtete

based and audio-based app 'Hello Hamburg' was launched in cooperation with a start-up in order to provide migrants with information and tips for using the libraries.

Existing stock is continually being updated and completely covers the entire market in terms of content. Outdated, damaged or improperly used media are regularly sorted out. There is a lower target value for 2018 due to the fact that a greater quantity of resources and capacities have been invested in acquiring new materials over the past two years than in the past, while the sorting out of old materials has been postponed.

Data source: HÖB case report.

(2) The main library's intercultural collection is targeted towards multipliers/facilitators. Stock related to migration and interculturalism is being expanded for all system groups across multiple disciplines. With regard to the lower target value for 2018, the statement made in (1) also applies for the maintenance of stock.

Data source: HÖB case report.

(3) The Hamburg public libraries are one of the few (large) cultural institutions participating in the federal government's Education and Participation Package (BuT – Bildungs- und Teilhabepaket) in Hamburg. The exact number of BuT participants with a background of migration cannot be determined due to the fact that not all BuT participants have a migration background, and not all members with a background of migration have a BuT card. These are generally children and youth whose parents receive social benefits, of which an estimated 75 per cent have a migration background. No direct retrieval of information is carried out here due once again to the reasons mentioned above. The numbers are estimated based on the surnames of entitled beneficiaries. The number of participating children and youth depends heavily on the number of entitled beneficiaries. The 2018 target value is an estimate. These findings are taken from the annual review of the Hamburg public libraries. The BuT case figures of the BASFI evaluation deviate from this, since it is based on a reporting date as of 31.03.

Data source: HÖB case report.

(4) Reasons for schools and day-care facilities not to visit museums include, for example, (too) far away to travel to and high costs for travel and tours. Being geographically close to museums and the counterfinancing of costs for guided tours have a positive impact on visits. The measure represents part of the Museumsdienst Hamburg's commitment to participate in the Federal Ministry for Education

and Research's (Bundesministeriums für Bildung und Forschung) 'Kultur macht stark' programme with eight museums, each with five measures to be carried out in 2016 and 2017 (the goal is to have 45 children and youth participating in each measure). The project was only started up in 2016. As a result, there are no figures for 2014 and 2015.

Data source: Museumsdienst Hamburg.

(5) A variety of guided tours which deal with topics such as the home country, origin, religion and traditions incorporate different perspectives. Examples include 'Origin – home – identity: home in Hamburg' (Herkunft – Heimat – Identität: Zuhause in Hamburg) offered at the Altonaer Museum, 'Art in interreligious dialogue' (Kunst im interreligiösen Dialog) which is offered to prepare for classes at the Hamburg Kunsthalle, world religion provisions at the Museum für Kunst und Gewerbe as well as 'A roof for all cultures' (Ein Dach für alle Kulturen) and 'Living around the world' (Wohnen in aller Welt) at the Museum für Völkerkunde. Many tours can be booked in different languages to facilitate access to them.

Data source: Museumsdienst Hamburg.

6. Consumer protection

'We want all people in Hamburg to have equal access to consumer protection services!'

Consumer protection also makes an important contribution to successful integration. Like all other people, individuals with a migration background participate in economic life. They make consumer decisions almost every day, whether they are shopping for groceries, choosing a mobile phone contract or leasing a flat.

In order to be able to act as responsible consumers when making these decisions, they must be sufficiently informed about their rights and then be able to exercise them. This includes having knowledge about fundamental aspects of consumer law such as guarantees, warranties or exchanges, especially in the case of so-called 'door-to-door' transactions. It also includes having a solid foundation of information in order to make complex decisions, for example, when taking out insurance.

These possibilities, however, can be seriously impeded by language barriers. After all, it is difficult to understand the fine print or to obtain the information required for complex contracts without any knowledge of German. This applies in particular to refugees who only just recently arrived in Germany. As a result, they often tend to be the target of

Best practice example Information flyer on the right to a basic account



Since June 2016, all people living in Germany have a legal right to have their own bank account. This legal right to have a so-called basic account applies specifically to asylum seekers or individuals with exceptional leave to remain in Germany.

The Authority for Health and Consumer Protection (Behörde für Gesundheit und Verbraucherschutz) created an information flyer on this new legal regulation. It briefly and concisely contains the most important information for obtaining a basic account as well as the existing possibilities of defence against any rejection by a bank. This information is also available in Turkish, Russian, Polish, English, Arabic and Farsi.

www.hamburg.de/kundenschutz/7794042/recht-auf-ein-konto

seekers the opportunity to open a current account. Many of them also don't know that they can contact a consumer protection centre because no similar institution exists in their home country, or they are reluctant to seek help from a 'public body'.

In order to encourage migrants to become responsible consumers, it's important to break down language barriers, but also raise awareness about the consumer advice centre and to make access to it as open as possible. Hamburg Parliament has freed up financial resources from the Hamburg Integration Fund and given them to the Hamburg Consumer Advice Centre (Verbraucherzentrale Hamburg) for this purpose.⁷¹

These funds will be used to set up an advisory hotline, to create information materials in different languages and to expand free one-on-one consultation (e.g. at the accommodations). The consumer advice centre should also increase its networking activities with those involved in refugee work across the city. On the one hand, integration course teachers are to be trained so that they can teach consumer protection-relevant topics in the courses. On the other hand, a 'Consumer protection dialogue forum' (Dialogforum Verbraucherschutz) should be set up and cooperation with the volunteer project 'We. Inform – Welcome Information for Refugees and Migrants' (<http://we-inform.de/portal/de/>) should also be intensified.

door-to-door sellers who push them into what seem to be cheap mobile phone contracts, for example. On another level, experience shows that some banks deny asylum

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Equal participation in Verbraucherzentrale Hamburg e.V. counselling services	Share of users with a migration background in all areas of consultation	-	-	-	Maintenance of usage figures

Explanation of indicators and target values:

(1) Unfortunately only estimates can be provided. First survey in 2017.

⁷¹ Please refer to official publication 21/7004, Hamburger Integrationsfonds (XV) – Verbraucherschutz für geflüchtete und migrierte Menschen (Hamburg Integration Funds (XV) – consumer protection for refugees and migrants).

VI. Residing and living together in urban quarters

Affordable housing that has a satisfactory level of quality is the place that makes moving into a private or family environment possible in the first place. The surrounding neighbourhood also plays a decisive role. The neighbourhood's social structures and networks are a valuable resource for people with and without a migrant background. Having contact with neighbours opens up, for example, employment opportunities or support for schooling or bureaucratic matters. Integration therefore also takes place locally in the urban quarters. The wide variety of projects existing in the districts of Hamburg is evidence of this.

Given how significant housing is, it is particularly important to ensure (non-discriminatory) access to housing for all requirement groups, especially given the competitive situation currently existing for housing and private homes. Hamburg can effectively influence the housing market through the urban housing company SAGA. Further proof of efforts being made in this regard include the Alliance for Housing in Hamburg (Bündnis für das Wohnen in Hamburg) and the condition that approximately one-third of housing created on urban land through concept tenders be awarded to target groups with specific needs.

The focus of placing refugees in initial reception facilities is firstly to prevent homelessness but also to complete arrival formalities and carry out the asylum procedure. Here too, however, the right to a satisfactory quality of living should be ensured. The goal is to reduce the number of places in precarious accommodations as quickly as possible. Depending on their immigration status and prospects of remaining in Germany, the refugees should also be placed in secondary accommodation facilities as soon as possible and then into private housing.

Foreign minors who have come to Germany without their parents or guardians have a special right to protection and care. In their case, they should not only be supplied with housing, but they should be put in the state care of the Youth Welfare Office (Jugendamt) to ensure educational and medical care.

1. Accommodation of refugees and integration into private housing

In addition to learning the language and being provided with access to training and work, housing is an essential factor for the successful integration of refugees.

In the vast majority of cases, refugees are placed in initial reception facilities and secondary accommodation facilities in the beginning. The goal and nature of this is only intended as a temporary measure. Regardless of their immigration status, people should only stay in these accommodations until they can move into private housing. After all, having 'one's own' space to live in helps facilitate integration.

a) Accommodation in initial reception facilities

'We want refugees with prospects of remaining in Germany who are living in initial reception facilities to use initial integration offers, and we want to keep their length of stay in these facilities as short as possible!'

The arrival centre on Bargkoppelweg in Rahlstedt is the central initial reception facility for newly arriving refugees in Hamburg. This is where foreigners are first registered, the initial medical examination is carried out and refugees are initially allocated to the federal states in accordance with Section of 45 Asylum Procedure Act (Asylumverfahrensgesetz).⁷² The so-called 'Königstein' formula is used to ensure the proportionally fair distribution of refugees. BAMF as well as other institutions are represented at the arrival centre.

⁷² The so-called 'Königstein' formula, which considers population levels and tax revenues in the distribution of refugees across the federal states, is used to ensure the proportionally fair distribution of refugees/asylum seekers.

The arrival centre generally allows for people to stay in the centre up to five days. During this period, the application for asylum is submitted to BAMF, health screening, the registration for the provision of lawful benefits as well as the processing of lawful benefits and immigration authority case processing are carried out. Afterwards, as long as the asylum seekers are remaining in Hamburg, they are transferred to an initial reception facility. At the end of 2016, a total of 8,700 people were living in 32 initial reception facilities with around 13,000 spots. 1,370 of these individuals were in precarious accommodation facilities. As of 31 July 2017, a total of 5,600 people were living in 22 initial reception facilities. Almost all precarious accommodation facilities had been completely dismantled at this point in time.⁷³

Due to the unexpectedly high influx of asylum seekers in Hamburg in 2015, a large number of accommodations were required during this time, which is why so-called 'precarious accommodation places' had to be created in halls and tents. The precarious accommodations were stopped as soon as possible. The goal is that refugees who come from countries of origin deemed as not being 'safe countries of origin' (see info box, p. 13, as well as Section 47 paragraph 1a of the Asylum Act [Asylgesetz]) only stay in these initial reception facilities for a maximum of six months. Afterwards the plan is for them to move into secondary accommodation facilities, provided that they cannot be assigned to private housing right away or the new regulation stipulated in Section 47 (1b) Asylum Act (Asylgesetz) is made use of to obligate (unsuccessful) asylum seekers to live in (initial) reception facilities for up to 24 months. Great efforts are still being made at the moment to create a sufficient number of places in secondary accommodation facilities.

As soon as refugees have arrived in an initial reception facility, the respective initial reception facility's 'Housing and social management' team (Unterkunfts- und Sozialmanagement – UKSM) works according to the phase-oriented integration approach outlined in Section A, Chapter 4 to provide information about living together in the accommodation and neighbourhood, the necessary administrative procedure (e.g. registration with the Jobcenter), possibilities and limitations of private housing and possible initial integration measure. The integration offers mainly refer to the initial integration phase, the 'arrival phase' and partly to the second integration phase of 'initial integration'. Amongst other things, these include the following:

- Job opportunities in accordance with Section 5 of the Asylum Act (AsylbLG): Job opportunities in initial reception facilities are a good tool for strengthening the community in the accommodation and for providing the

Asylum seekers from safe countries of origin

Asylum seekers from safe countries of origin remain in the initial reception facility while their applications are being processed and they cannot live in secondary accommodation facilities. This also applies if their application for asylum has been rejected.

residents with a regular daily routine, unless mandatory integration measures for the development of language skills or labour market skills are more important. Residents can contribute to living together in an orderly manner by taking advantage of these job opportunities (e.g. in the laundry service, canteen, sewing workshop or dry cleaning).

- Refuges and learning spaces: If they have not done it already, as many initial reception facilities as possible should provide special rooms that offer a place of refuge for learning. Many initial reception facilities had already done this as of spring 2017.
- Participatory bodies: In order to increase the possibilities for refugees to participate, participatory bodies (regular plenary meetings, resident councils, resident advisors, etc.) should be established in all initial reception facilities.
- Healthcare system: Immediately after registering in the arrival centre, refugees are provided with an insurance card from the health insurance company AOK Bremen/Bremerhaven for basic health care provision. The Altona health department carries out general medical and paediatric consultations in the initial reception facilities.
- Open-ended day care is already offered at the majority of initial reception facilities for children between the ages of three and six.
- Information offers and opportunities to engage in conversation about norms and values.
- Learning German: Volunteer language lessons that supplement the federal or state-financed language offers are offered in the majority of initial reception facilities.

Operators of the initial reception facilities also work with volunteers and other initiatives to offer a variety of integration-based activities, such as community cafés, sports and German courses. Common rooms are therefore avail-

⁷³ Tents, halls and hardware stores.

able in the initial reception facilities for a variety of purposes. The commitment of the volunteers is a valuable and important asset for the residents living in initial reception facilities. This partnership between volunteers and operators is indispensable for initial integration.

One of the operators' main strategies to integrate refugees living in initial reception facilities is to establish first contacts in the neighbourhoods and urban quarters. Refu-

gees are encouraged to participate in activities outside the facility, such as district festivals, intercultural meetings, children's sports groups and play groups, dance classes and music classes, to name but a few examples. Play buses known as 'Spielmobile' also offer refugee children aged three to 14 a regular programme once a week. Games and cultural education offers should help children to adapt to their new social environment (cf. Sections C.III.1 and V.2).

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Reducing overstaying residents	Number of overstaying residents	-	-	6,257	0
2	Increasing awareness of job opportunities	Share of residents taking advantage of job opportunities in accordance with Section 5 of the Asylum Act (AsylbLG) (figures in per cent)	-	-	2.5	5
3	Provision of refuge areas/learning spaces	Share of initial reception facilities that provide learning spaces (figures in per cent)	-	-	75	100
4	Improving opportunities for participation	Share of initial reception facilities with resident councils or other qualitatively comparable participatory bodies (figures in per cent)	-	-	56	100

Explanation of indicators and target values:

(1) Data is compiled by 31 December. Due to a lack of places available in secondary accommodation facilities at the moment, there are currently (as of mid-2017) so-called 'overstaying' refugees living in initial reception facilities who are entitled to a place in a secondary accommodation facility. There should no longer be any 'overstaying' refugees in initial reception facilities by the end of 2018.

Data source: BASFI/ZKF survey.

2) Data is compiled by 31 December. The offers provided in the facilities are currently used to different degrees. The goal is to clearly increase the commitment of residents by five per cent. A survey of the operators is planned.

Data source: BASFI/ZKF survey.

(3) Data is compiled by 31 December. Due to the unexpectedly high inflows of asylum seekers in 2015, no refuge areas and learning spaces could initially be offered to residents in initial reception facilities. This situation should now gradually change. There should be refuge areas and

learning spaces in all regular initial reception facilities by the end of 2018. Excluded here are facilities where such action is not required, such as those for the recovery/rehabilitation of refugees.

Data source: BASFI/ZKF survey.

(4) Data is compiled by 31 December. Resident councils or other participatory bodies have already been set up in numerous initial reception facilities to increase the opportunities for residents to participate. The goal is to establish participatory bodies in all regular institutions. These include elected and non-elected resident councils/speakers' councils, working groups or plenary meetings. Since it is unclear how the refugee numbers will develop in 2018, no whole number can be formulated as a 2018 target value for sub-goals 3 and 4. The expansion or dismantling of initial reception facilities shall be adjusted based on how the number of refugees develops. The share was therefore selected as a target value.

Data source: BASFI/ZKF survey.

b) Accommodation in secondary public housing facilities

'We want sufficient room to be held available in public accommodations so that needs can be met, both in terms of quantity and quality.' Refugees should be able to 'settle' in the city, learn the German language as well as the norms and values of our society. They should be able to take care of themselves, take advantage of regulatory day care and school offers, be provided with support on the path to employment and be transferred as soon as possible into private housing!'

As of 31 December 2016, there were 23,000 homeless persons, of which 20,000 were refugees, living in the 113 secondary public housing facilities governed under public law (öffentlich-rechtlichen Folgeunterbringungen – örU) existing in Hamburg at the end of 2016 that enable residents to achieve a greater degree of independency as compared to initial reception facilities. From these refugees, approximately 7,300 persons had immigration status which entitles them to seek a flat on the free housing market and, if successful, to take up private housing. As of 31 July 2017, 27,000 homeless individuals lived in örU, from which 23,000 were refugees. More than 12,000 of these refugees were eligible for housing. 3,700 persons, who should have been relocated to an örU, were also still living in initial reception facilities.

The objective of secondary accommodation facilities is to use UKSM's referral advice to provide residents with information that enables them to start leading an autonomous life, to initiate integration processes in all relevant areas of life, and to thereby also put refugees in a position where they can find private housing.

Specific tasks of the UKSM include the counselling and guidance of residents on social regulatory structures, responsibilities and access to the Hamburg support system. These include, among others, the Office for Basic Security Benefits (Grundsicherungsamt), Jobcenter and the Employment Agency (Agentur für Arbeit) with their services for training and job counselling, qualification and job placement as well as schools, day care facilities, language course providers and healthcare institutions.

The (initial) integration of the residents should be supported in such a way that they can accept offers provided by the state regulatory system, the neighbourhood and urban quarter and act on their own.

The current immigration and the associated requirements mean that the role of the UKSM has to be redefined. In order to provide good referral advice and mobilise individuals,

Housing requirement in public housing

According to capacity planning by the Central Coordination Office in January 2017, 36,000 accommodation places have been allocated to accommodate newly arriving refugees, 'overstaying' residents from initial reception facilities, homeless persons and other persons arriving as a result of family reunification while also taking into consideration the fluctuation rate until the end of 2018. Capacity planning is updated on an annual basis.

current tasks to be tackled and not to be underestimated include, for example, cooperation with volunteers, acceptance work with the accommodation's neighbourhood and the overall understanding of the city's integration policy. The tasks and the role of the UKSM are currently being discussed (mid-2017) in a working group between BASFI and the operator of the f & w (fördern und wohnen AöR) accommodations with the objective of creating a new performance agreement. The process has not yet been completed.

c) Placement of those urgently seeking housing in private housing

'We want people who have fled to Germany to be placed in private housing as soon as possible!'

Immigrants eligible to stay in Germany with a residence permit for at least one year have the same opportunities of German residents seeking housing and have unrestricted access to social housing.

The UKSM and emergency housing departments work closely together according to the special housing concept for those urgently seeking housing. Within the realm of this cooperation, the UKSM usually informs the department responsible for housing in the district about immigrants entitled to housing and the latter invites those seeking housing to a meeting. The district departments for emergency housing (hereinafter referred to as 'departments') develop a support plan together with applicants and issue them a 'proof of entitlement to accommodation' (Dringlichkeitsbestätigung).

The departments assign vacant apartments to f & w residents. Housing companies such as SAGA/GWG and twelve cooperatives, which are partners in the cooperation agree-

Best practice example Wohnbrücke



In the 'Wohnbrücke' project, housing assistants help households with a background of migration to find housing in Hamburg housing accommodations.

Volunteer housing assistants from welcoming initiatives or church congregations support individuals to find a house/flat, prepare for job interviews and get to know their neighbourhood. Private landlords are provided with a point of contact for all questions. The volunteer assistants are trained by the Paritätische Wohlfahrtsverband Hamburg e.V.

www.wohnbruecke.de

the applicants. The flexibility to find accommodations diminishes when apartments are no longer rent controlled. In order to increase the number of placements, the UKSM should be enabled to recruit and train volunteer 'housing mentors' in cooperation with local refugee initiatives. Housing mentors accompany refugees to departments, help them with leasing contracts, moving and adjusting to their new environment. It is well known that a lot of support is needed in order for immigrants to suddenly be able to cope with everyday life on their own. Support provided by trusted mentors is intended to make it easier for new tenants to transition to leading an independent life and, above all, to prevent them from losing their flat immediately.

In addition to the city's support system for finding housing placements, new civil society structures and very successful placement structures for private housing have also been developed, for example, housing assistants from the Hamburg Wohnbrücke (see info box).

ment between the Authority for Labour, Social Affairs, Family and Integration (BASFI), Authority for Urban Development and Housing (BSW) and housing associations, receive lists of individuals entitled to housing and select

The provision of housing requires that enough affordable housing be provided. The activities of the Senate – in particular the Alliance for Housing in Hamburg (Bündnis für das Wohnen in Hamburg) – are presented in Chapter C.VI.3 (Housing market).

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Sufficient provision of örU places	Number of örU places in relation to persons who are to be accommodated in örUs (figures in per cent)	100	89	76	100
2	Increasing the number of refugees to be transferred from örUs to private housing	Number of refugees transferred from örUs in relation to persons accommodated in örUs (figures in per cent)	-	12	11	13
3	Increasing the number of persons placed in housing by Wohnbrücke	Number of persons placed in private housing in the current year in proportion to the persons transferred to private housing in the previous year	-	-	250	330

Explanation of indicators and target values:

(1) In line with eliminating the 'overstaying' residents living in initial reception facilities, enough space needs to be created in public housing. The number of accommodated refugees is shown compared to the total number of accommodated refugees and 'overstaying' residents. The supply of places is to be increased from 76 to 100 per cent. For

organisational reasons, the rate to be kept free (approx. 2 per cent) is not considered here. The data is taken from f & w's monthly occupancy statistics starting as of 2015.

(2) Living in your own housing is an important integration factor. The number of accommodations for those entitled to private housing should be slightly increased in 2018.

The data is taken from f & w's monthly occupancy statistics which include statements about the refugees living in housing.

(3) Living in one's own space is an important integration factor. The number of placements for those entitled to housing provided by Wohnbrücke in private housing should be increased by a third in 2018. Data source: Wohnbrücke. Project commencement: End of 2015

d) Protection and integration of unaccompanied foreign minors in Hamburg

The needs of young foreigners who have come to Germany without their parents or guardians extend far beyond purely providing them with accommodation. The question of these children or youth returning to their home country is only considered if they can be delivered to their parents or if educational support in accordance with German youth welfare standards can be guaranteed in the home country. For this reason, it's highly likely that these unaccompanied foreign minors (unbegleitete minderjährige Ausländer – UMA) shall remain in Germany at least until they reach the age of majority. That's why they have a special right to be protected, and it is the responsibility of our society to oversee the education and emotional development of these youth.

Hamburg is one of the ten West German cities in which experience has shown that unaccompanied foreign minors disproportionately ask for frequent assistance. In 2014, it was 876 UMA, 2,572 in 2015 and 906 in 2016. As a result, unaccompanied foreign minors who've newly arrived in Hamburg have been fairly distributed throughout Germany since November 2015 as based on the interests of the children's well-being. From the 960 UMA who arrived in Hamburg in 2016, only 111 remained in the city due to health reasons and to ensure the best interests of the child.

There were 740 unaccompanied foreign minors living in Hamburg at the end of May 2017. 161 of them were being cared for within the framework of primary care, whereas 579 were being cared for in secondary accommodation facilities as part of being provided with child-raising assistance. During this time, a further 1,236 unaccompanied and underage immigrants who have now reached the age of majority also lived in Hamburg on the support for young adults in accordance with SGB VIII.

The primary care of the unaccompanied foreign minors who

remain in Hamburg is ensured by the State Authority for Education and Counselling (Landesbetrieb Erziehung und Beratung – LEB). Primary care's main objective is to ensure that the minors can recover after fleeing a country and be provided with medical care if necessary, but also find a suitable placement in a school within a short period of time. A legal court should also place each and every unaccompanied foreign minor under guardianship. The department for official guardianship in BASFI and private guardians are available for this. Citizens who want to be a private guardian for unaccompanied foreign minors are provided support by the German Child Protection Agency (Deutscher Kinderschutzbund)⁷⁴, Church of Social Welfare Association of Hamburg (Diakonieverein Hamburg)⁷⁵, as well as the Association of Employment and Education (Verein Beschäftigung und Bildung e.V.)⁷⁶. Hamburg Parliament has also made resources available from the Hamburg Integration Fund to support the 'Bleibe. e.V.' association so that it can start a project to find private guardians.

Primary care also ensures that secondary accommodation facilities corresponding to the educational needs for each case can be found within an in-depth procedure of planning assistance.

Education for young refugees

People who are not granted the permanent right to remain in Germany but who cannot be deported for various reasons are granted exceptional leave to stay in Germany, with some suspensions lasting up to many years.

With the Integration Act (Integrationsgesetz) entering into force on 6 August 2016, federal lawmakers have laid the foundations to give these people prospects when they start training and then work in the profession they have learnt (so-called 3 + 2 rule).

This provides a great opportunity for young refugees to be integrated, in particular.

www.hamburg.de/yourchance/8413680

⁷⁴ Please refer to www.kinderschutzbund-hamburg.de/patenschaften-fluechtlinge.html

⁷⁵ Please refer to www.diakonieverein-hh.de

⁷⁶ Please refer to www.bb-ev.de/projekte/vormundschaft

The strongly fluctuating figures of the newly arriving and unaccompanied foreign minors remaining in Hamburg demand the LEB to be highly flexible. In 2015, approximately 1,000 new primary care places had to be created, some of which were then eliminated in 2016 or converted into spaces for care facilities for refugees (Betreuungseinrichtungen für Flüchtlinge – BEF) within the scope of a concept adaptation in order to provide additional facilities beyond the primary care for the further integration of youth.

As part of minors being provided with child-raising assistance or once they have reached the age of majority within the support provided for young adults under Section of 41 SGB VIII, educational and professional integration is the main focus in the secondary accommodation facility. The goal is to provide formal educational and professional training to youth.

In addition to good and professional socio-educational support, it is also important to have citizens who are committed to helping young refugees, be it through volunteer work in youth welfare institutions, becoming a guardian and mentor or providing and subletting housing spaces.⁷⁷ For this reason, BASFI has developed the 'Zimmerfrei' project with *wohnen und leben* – Service gGmbH run by the Lawaetz Foundation which supports citizens if they wish to sublet a living space to young refugees.⁷⁸

2. Security and protection of refugees in housing accommodations

'Regardless of their gender, sexual orientation, identity, origin, age, disability, religion or world view, we want refugees to live in housing free of any violence and threats!'

The goal of preventing acts of violence, immediately putting an end to severe situations of violence as well as helping those affected with sufficient support and protecting them applies regardless of whether the individuals experience violence at home or in accommodations for refugees.

The Senate has launched violence prevention concepts in recent years which include the following measures in particular:

- 'Konzept zur Bekämpfung von Gewalt gegen Frauen und Mädchen, Menschenhandel und Gewalt in der Pflege vom Februar 2014' ('Concept for combatting violence against

Best practice example savía



The coordination centre 'savía' commenced its work starting in June 2016. It provides outreach services to refugees who live in initial reception facilities or secondary accommodation facilities and who are victims of gender-based violence (e.g. violent relationships, sexual assault or arranged/forced marriage) or violence based on their sexual orientation or identity.

The Intercultural Counselling Centres (Interkulturelle Beratungsstellen – IKB) collaborate in the project by offering services for domestic violence and arranged/forced marriage (at the intercultural counselling centre's LÄLE, i.bera-verikom, and FrauenNotRuf, the counselling centre for raped women and girls, and the intervention centre for domestic violence and stalking).

Counselling is completely voluntary and free of charge. Interpreters are provided if required.

savía's programme is orientated towards employees and volunteers working/living in the accommodations who suspect or are aware of any incidents of violence, or are themselves affected or threatened by violence in the accommodations.

www.hamburg.de/savia

women and girls, trafficking and violence in the care industry' proposed in February 2014) (official publication 20/10994).

- 'Handeln gegen Jugendgewalt' (Action against youth violence) action plan, which was revised in November 2012 to strengthen and support child and adolescent victims (official publication 20/5972).

These concepts as well as the clarification of norms done on the part of police responding to emergencies and enforcing law also apply to refugees. In April 2016, BASFI also provided Hamburg Parliament with detailed information on how the competent authorities and institutions want to

⁷⁷ The LEB provides information about volunteer work with UMA at: www.hamburg.de/contentblob/6161184/e0d250290751a8c3ac09216462799284/data/patenschaften-umf.pdf

⁷⁸ Please refer to www.zimmerfrei-lawaetz.de

⁷⁹ LSBTI * (written out: Lesbian, Gay, Bisexual, Trans, Inter) stands for individual sexual and gender orientations.

better protect refugee women, girls, LGBTI*⁷⁹ as well as their relatives who have been affected by violence and who are living in initial reception facilities or secondary accommodation facilities.

The 'Konzept zur Bekämpfung von Gewalt gegen Frauen und Mädchen, Menschenhandel und Gewalt in der Pflege' (Concept for combatting violence against women and girls, trafficking and violence in the care industry) which is to be further updated will also increasingly focus on the protection of refugee women and girls as well as LGBTI* refugees.

It's also important to us to protect refugees from misanthropic, racist, religiously motivated and right-wing extremist oppression, threats and violence as well as from

Salafists and other religious extremists. Hamburg has already significantly improved the spaces available in the accommodations as well as the access to protection and counselling for refugees in 2016. Furthermore, all accommodations must have a protection concept that is continuously developed in dialogue with all parties involved in order to address other vulnerable groups and issues of violence.⁸⁰

The protection of victims is a comprehensive task. Participation in education, training and work can contribute to protection and enable those affected to break free from violent relationships. The successful participation of newly immigrated refugees is therefore also of central importance for the protection of victims.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Improving the spaces available in the accommodations	Number of places reserved exclusively for women and their children (separated into initial reception facilities [Erstaufnahmeeinrichtungen – EA] and secondary public housing facilities [öffentlich-rechtlichen Folgeunterbringungen – örU])	EA: - örU: 132	EA: 100 örU: 132	EA: 150 örU: 212	EA: - örU: 505
		Number of low-barrier places available in accommodations (separated into EA and örU)	EA: - örU: 79	EA: 90 örU: 161	EA: 388 örU: 623	EA: - örU: approx. 1,000
2	Qualification of full-time staff on violence-related topics	Number of participants in further training	30	91	367	64
3	Qualification of full-time staff on racism and right-wing violence	Number of participants in further training	-	-	116	80

Explanation of indicators and target values:

(1) A target value for initial reception facilities has not been formulated due to the fact that the demand for spaces for vulnerable individuals depends upon the total number of refugees at the current time.

Data source: ZKF, BASFI, f & w survey.

In regards to public housing, additional örU accommodations only for women (with children) were created in 2017, thereby providing 93 spaces. Structurally enclosed areas built based upon requirements (complete corridors, entirely enclosed flats, complete houses/pavilions) in all örU accommodations are only occupied by single females or women with children. This number continually develops in correlation to demand. f & w plans on opening another örU

⁸⁰ Please refer to official publication 21/4174, Stellungnahme zum Bürgerschaftlichen Ersuchen vom 10.12.2015: Geflüchtete Frauen und Mädchen vor Gewalt schützen (Statement made in response to the request made by Hamburg Parliament on 10 December 2015: Protect refugee women and girls against violence) and: www.hamburg.de/fluechtlinge/7040758/gewaltschutz-einrichtungen

only for women and their children in 2018, offering up to 200 places. In 2017, the number of accessible and barrier-free/wheelchair-friendly places in the accommodations increased to 967. Further growth is planned for 2018, especially in UPW locations.

Data source: f & w surveys.

(2) Further training courses have been made mandatory in protection concepts (see official publication 21/4174). The figures presented here refer to f & w employees. Even before the introduction of the protection concept, f & w offered training in this area. In comparison to 2016, the 2018 target value is lower based on the fact that many employees had already been trained at this time.

Data source: f & w surveys.

(3) Participation in the further training courses is voluntary. f & w began offering specific training in this area in 2016. In comparison to 2016, the 2018 target value is lower based on the fact that many employees had already been trained at this time.

Data source: f & w surveys.

3. Housing market

'We want to improve the provision of housing for people with and without a migration background!'

Access to affordable housing is a crucial criterion for integration and social cohesion, especially in large cities with a crowded housing market.

The housing market is difficult territory for a number of requirement groups to navigate including homeless individuals living in public housing, young adults receiving child-raising/upbringing assistance or families with multiple children who are at risk of homelessness. They compete for affordable housing with all refugees who are eligible to remain in housing under public law.

One of the Senate's main goals is to make sure there's enough affordable housing available now and in the future. At the same time, it must strive to ensure that people and families from all requirement groups have equal opportunities to access and use affordable housing.

In January 2016, the Senate agreed on an overall concept for the better provision of housing for those urgently seeking housing due to the fact that there were around 8,000 unprovided for households with a 'certificate of eligibility to accommodation' (Dringlichkeitsschein) or 'proof of entitlement to accommodation' (Dringlichkeitsbestätigung) at the end of 2015.⁸¹ The concept includes several measures to improve the provision of housing:

In order to create more affordable housing, the Senate has significantly accelerated housing construction since 2011, placing particular emphasis on promoting rented flats. Based on the situation in 2017, 3,000 out of the 10,000 newly approved flats per year should be reserved as subsidised rented flats (i.e. rent and tenant controlled for low or mid-income households). 300 of these flats should then be assigned exclusively to those urgently seeking housing.

In addition, urban land shall be provided for so-called concept tenders for special requirement groups. This land shall be used exclusively to build flats for those urgently seeking housing.

The Authority for Urban Development and Housing (Behörde für Stadtentwicklung und Wohnen) and the Authority for Labour, Social Affairs, Family and Integration (BASFI) have concluded cooperation agreements with housing companies. These agreements obligate the relative companies to provide a fixed number of accommodations each year

Alliance for Housing in Hamburg

The binding force for all Senate endeavours made in collaboration with the housing industry is the Alliance for Housing in Hamburg (Bündnis für das Wohnen in Hamburg) which wants to significantly improve the construction of new residential buildings.

Every year since 2011, Hamburg has achieved the goal it has set for itself of not only approving more than 6,000 new housing developments, but actually commencing their construction, with 2,000 of these flats being subsidised as fixed-rent flats.

This target number has been further increased to 3,000 apartments.

⁸¹ Please refer to official publication 21/2905, Gesamtkonzept zur besseren Versorgung von anerkannt vordringlich Wohnungssuchenden mit Wohnraum (Overall concept for improving the supply of housing to individuals recognised as requiring urgent housing).

Accommodations for refugees with prospects of being placed in social housing (UPW)

The 'Accommodations for refugees with good prospects of being placed in social housing' (Flüchtlingsunterkünfte mit der Perspektive Wohnen – UPW) programme means that private construction investors and the municipal housing company SAGA are building additional housing – that meets the same standard as for social housing – for refugees who have good prospects of remaining in Germany.

In some locations, constructional planning regulations stipulated in the building code to facilitate the building of accommodations, which federal lawmakers introduced for the construction of accommodations for recognised refugees and asylum seekers, is used. The buildings are then approved and built as accommodations for refugees in coordination with the appropriate housing and social management authorities.

At the same time, procedures are commenced with which to produce constructional planning law for the construction of regular housing. As soon as residential use is permitted, residents without refugee status can gradually move into these quarters. Refugees with good prospects of remaining in Germany are also given the opportunity to apply as tenants at the same time. A mix of residents strengthens the integrative potential whilst creating long-term housing opportunities instead of temporary buildings.

for those urgently seeking housing. These housing companies are bound by contract to provide housing for a certain number of individuals urgently seeking housing each year, regardless of the (decreasing) stock of their social housing. The overall concept provides for the conclusion of further cooperation agreements.

The Free and Hanseatic City of Hamburg owns the municipal housing company SAGA, which owns more than 130,000 flats and whose purpose it is to provide safe and socially responsible housing for broad sections of the population at reasonable prices. SAGA has also concluded a cooperation agreement with BSW and BASFI. According to the decisions made in the overall concept, the contracting parties have increased SAGA's commitment to provide 300 additional accommodations to households urgently seeking housing per year. In total, SAGA now provides housing to 2,000 households urgently seeking housing, 1,000 of which are provided to homeless households.

Lastly, the public institution 'fördern und wohnen' shall also help to implement the overall concept by building at least 200 flats every year for those urgently seeking housing (WA-dependent flats).

As part of the Alliance for Housing in Hamburg (Bündnis für das Wohnen in Hamburg), an agreement was reached for the 21st legislature period that the number of approved new housing units should be increased to more than 10,000 annually, of which 3,000 should be state-subsidised apartments. In 'Cornerstones of the Senate's housing promotion programme 2017 and 2018' (Eckpunkte der Wohnraumförderprogramme des Senats 2017 und 2018)⁸², the Senate made the respective adjustments to the programme numbers for promoting the construction of new tenant- and rent-controlled housing. The Senate will provide 152 million euros in 2017 and 167 million euros in 2018 for the promotion of housing.

The traditional concept tender procedures for urban land shall be continued with the aim that 30 per cent should be dedicated to creating subsidised flats, of which one-third should in turn be reserved for social housing for those in urgent need of housing, up to a housing share of ten per cent share of the total volume. This will improve the framework conditions for the development of multifaceted urban quarters that promote integration. Every single construction project is looked at in terms of its location in order to ensure the appropriate distribution of privately rented flats, subsidised rented flats and freehold flats.

⁸² Please refer to official record 21/7873, Eckpunkte der Wohnraumförderprogramme des Senats 2017 und 2018 (Cornerstones of the Senate's housing promotion programme 2017 and 2018).

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Improving the offer of affordable housing	Number of new social housing accommodations completed each year	2,005	2,148	2,433	2,000
2	Equal participation of individuals with a background of migration in the allocation of housing	Number of complaints from individuals with a migration background made to housing companies	15 (3 of which are allegations of discrimination)	27 (2 of which are allegations of discrimination)	18 (7 of which are allegations of discrimination)	Decreasing

Explanation of indicators and target values:

(1) In view of the growing number of 'certificates of eligibility to accommodation' (Dringlichkeitsscheine) or 'proofs of entitlement to accommodation' (Dringlichkeitsbestätigungen) for all stakeholders, including immigrants, which are triggering the demand for social housing, the newly built social housing units to be completed by the end of each year are shown here. The number of building permits which were increased to 3,000 flats per year as of 2017 will also lead to higher housing completion figures from 2019 onwards.

Data source: Hamburgische Investitions- und Förderbank.

(2) Determining discrimination on the housing market is difficult to measure based on statistics. The number of complaints from individuals with a background of migration can, however, provide important information in this regard. This applies in particular to how things will continue to develop over time.

Data source: BSW.

ture, their diversity and social networking, their ways of life, their values and their social activities shape the urban quarter beyond the existing infrastructure.

In a community as large as Hamburg, the great potential for residents to identify with their urban quarters and thus play a great role in social integration is of far-reaching importance. At the same time, however, this means that every change made to familiar structures is highly perceived by residents. Uncertainty, social tensions and conflicts also play out directly in the urban quarters. Such changes can be the result of an urban planning, technological or demographic change, but also of immigration. Immigration can change familiar, old neighbourhoods. Life in the urban quarter is different, more diverse. Differences in everyday behaviour, habits or social relationships can lead to uncertainty, misunderstandings or even isolation in the neighbourhood. This is the case in particular when such differences are (rightly or wrongly) observed or associated with certain groups.

There is, however, the opportunity to recognise diversity as a resource and perceive the new as an asset, so that a new, collective 'district feeling' emerges which enables identification and assures social cohesion. Personal contacts between old and new neighbours must first be enabled in order for these social relationships to develop. After all, only contact, exchange and dialogue with each other can help to eliminate prejudices and insecurities and build trust and a sense of belonging. That's why a urban quarter needs events and social spaces as well as participatory structures for its development.

4. Practicing diversity in urban quarters

'We want to strengthen cohesion and dialogue in the urban quarters. We want to help the citizens of Hamburg to actively shape their urban quarters and their living conditions in this city!'

An urban quarter is shaped by its neighbourhoods and by the provision of local services, cultural sites, educational institutions and sports facilities as well as a variety of other things. The way an urban quarter is set up with social infrastructure makes a significant contribution to the quality of life of its residents. Their socio-demographic struc-

a) Integrated urban development

The Integrated Urban Development Framework Programme's (Rahmenprogramm Integrierte Stadtteilentwick-

lung - RISE) task is to contribute to the further development of Hamburg as a fair and liveable city by improving the infrastructure and living conditions in selected urban quarters and strengthening the opportunities for residents to get involved and participate. Under the umbrella of RISE, Hamburg brings together all federal and state aid programs for urban development aimed at improving living conditions and development prospects for people living in the urban quarters and for promoting social cohesion. Urban quarters where the consequences of socio-spatial segregation and the process of polarisation have led to serious problems and where there are special development needs should be stabilised. It is also important to eliminate urban planning deficits and increase the possibilities for residents to play a part and take initiative themselves. These goals apply to all RISE development areas.

The inhabitants living in these development areas are involved in the project selection and development within the processes of integrated urban district development in order to get them to play a greater part and take more initiative and develop solutions based on needs. Participation processes are to be organised in the development areas and implemented by district or neighbourhood advisory councils. The latter is a major task of municipal area management. Residents with a migration background must also be represented in district or neighbourhood advisory councils. The district offices must take intercultural skills into consideration when they allocate municipal area development services. Municipal developers are regularly commissioned to work with migrant organisations. The intercultural skills of municipal developers are trained and further developed in training courses.

The BSW published the 'Guide for Participation in Integrated Urban Development' (Leitfaden zur Beteiligung in der Integrierten Stadtteilentwicklung) (see info box) to provide support. The goal is to interculturally open up committees for integrated urban development and to structurally ensure this.⁸³

The newly established RISE development areas located at am Mittlere Landweg, in Eidelstedt-Mitte and in Neugraben-Fischbek also consider locations of the Senate programme 'Accommodations for refugees with prospects of being placed in social housing' (Flüchtlingsunterkünfte mit der Perspektive Wohnen), thereby ensuring that the district offices are supported in adapting social infrastructure for demographic and immigration-related matters as based on the growth in population. The Senate is thereby also fulfilling the request made by the Hamburg Parliament: 'Konsens mit den Initiatoren der Volksinitiative Hamburg für gute

Best practice example Guide for Participation



The Authority for Urban Development and Housing (Behörde für Stadtentwicklung und Wohnen) published the 'Guide for Participation in Integrated Urban Development' (Leitfaden zur Beteiligung in der Integrierten Stadtteilentwicklung), which provides support to municipal developers, district employees and other actors in their (often intercultural) work.

The guide outlines the basic principles of procedures and participation offers, in particular in relation to minority groups.

<http://t.hh.de/4596592>

Integration' (Consensus with the Initiators of the People's Initiative "Hamburg für gute Integration") (Official publication 21/5231).

b) Designing social spaces

RISE supports the planning processes of district offices that are responsible for overseeing the planning of social spaces. This applies to development areas which have been determined based on certain criteria. District offices are responsible for combining all the different technical aspects pertaining to the social space (child and youth work, work with seniors, sports, culture, education, etc.), for acting as the local point of contact for policies made by the competent authorities and for ensuring the participation of the different target groups in the planning. In collaboration with the competent authorities, they should also play a part in planning infrastructure that meets the needs of inhabitants and represent these inhabitants in the district committees. This task is coordinated in the district offices by the competent authorities for the management of social spaces. The cross-sectoral issue of integration and support for volunteer activities are also rooted here.

The work of managing social spaces currently focuses, in particular, on the urban quarters where secondary accommodation facilities are being built. The district offices of Bergedorf and Harburg face particular challenges in designing the areas Mittlerer Landweg and Neugraben-Fischbek. First experiences gathered here show that in addition to careful and comprehensive planning, there is another key success factor: openly accessible and regular dialogue between new and 'old' residents at an early stage.

⁸³ For further information, please visit: www.hamburg.de/rise

c) Creating opportunities for intercultural encounters

Intercultural programmes are learning places of diversity at work; in addition to having to be created by the state (both by having district offices or urban quarter management oversee social spaces), they must also be created by civil society itself. Openly accessible offers should invite people to get involved and participate. District campaigns, such as community gardening events, clean-up campaigns, or district festivals, can inspire participation. Day cares/nurseries, schools and healthcare facilities are other important places to promote and support living side by side in diversity. Adequate opportunities to get involved are also offered by cultural and sports activities (see chapter C.V). The design of open spaces should also simultaneously en-

able encounters to happen and promote a feeling of community where possible.

That is why the districts support and promote various projects in order to create and maintain such social spaces. Sometimes the competent authorities oversee the initiation and management of projects, however, it is most often groups voluntarily organised by civil society that do this. Gathering data on such projects and places of encounter and measuring their impact on the integration process by specifying sub-goals and indicators is difficult and, if in doubt, would undermine open accessibility.

Examples of – predominantly – openly accessible dialogue formats in the districts can be found in the Appendix.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	There are opportunities for intercultural encounters and exchanges in each district	Annual number of events with financial or personal participation of the district office	-	-	-	70
2	Improving participation of people with a migration background as well as migrant organisations in the formal structures of participation (committees, advisory councils) of urban development	a) Share of committees (district advisory councils, forums, etc.) in which people with a migration background or representatives of migrant organisations participate (figures in per cent)	47.8	48	-	100
		b) Share of service descriptions for the allocation of municipal development services in accordance with the criteria of the 'Guide for Participation in Integrated District Development' (Leitfaden zur Beteiligung in der integrierten Stadtteilentwicklung) (figures in per cent)	42.9	36	-	100

Explanation of indicators and target values:

(1) Activities for participation and encounters in urban quarters can be so diverse that they cannot always be identified and determined. As a result, data for important events in each district should only be collected once a year, for example, as they are presented in Appendix 3 of the official publication 21/7387 for the area of refugees.

Data source: District surveys. First survey for 2017.

(2) Staffing procedures and work processes in committees for integrated urban development should make it easier for people with a background of migration or people with a lack of social, cultural and time resources to openly participate. Residents with a migration background must also be represented in all committees. Proposals for their structural opening are presented in the 'Guide for Participation (Leitfaden zur Beteiligung).

Data source: District offices, BSW.

VII. A healthy life in Hamburg

Health and care are central areas of daily life. The many offers and information already existing, however, need to be opened up even more to people with a migration background. Existing language barriers as well as other barriers on the part of providers must be eliminated and people with a migration background must always be taken into consideration as a user group with partly special needs. In view of the recent influxes of immigration, this is all the more relevant as the group of refugees has increased in numbers. Due to their experiences with war, torture and persecution, these people sometimes require special help, for example, in treating trauma.

In line with this concept and the state action plan for the Implementation of the United Nations Convention on the Rights of Persons with Disabilities (see official record 20/6337), special attention must be paid to people with disabilities and immigrants due to the risk of double discrimination.

1. Health

'We want all Hamburg citizens to know (learn about) and use the offers and services of the healthcare system! Furthermore, more immigrants and refugees in Hamburg should choose a career in healthcare!'

In principle, the entire range of healthcare offers in Hamburg is open to all people with a background of migration. However, findings from health monitoring and health research show that: Individuals with (and without) a background of migration with few resources and educational disadvantages often take more risks when it comes to health and use the healthcare system and services less often than others. Their lack of knowledge of healthcare offers and counseling services but also their social and/or linguistic insecurities may be the reasons behind this behaviour. In addition, the healthcare system has not been sufficiently opened up to different cultures in some parts.

a) Healthcare provision

Depending on their cultural background, migrants associate concepts of illness with different meanings, causes and options for help. Linguistic, legal and social insecurities can also raise concerns about being rejected, misunderstood or discriminated, so that offers of assistance are not accepted and instead people try to solve any health problems that arise inside the family. In order to make access to healthcare easier, eliminating existing communication difficulties is thus a start. The challenge is to provide multilingual support and assistance that is based on needs, the target group and gender (e.g. interpreting services) in order to facilitate access to disease prevention, health promotion measures and healthcare services. Ethnic, cultural, social

and religious backgrounds should be considered in the process.

This applies in particular for refugees, many of whom have gone through a gruelling journey to get to Hamburg. For these individuals in particular, it is very important to provide them with quick and professional healthcare offers. That's why examinations are already carried out on refugees at the arrival centre for obvious injuries, illnesses and infections. As part of the initial examinations carried out in line with Section of 62 Asylum Act (AsylG), vaccine protection is checked and a comprehensive offer of vaccinations is offered as based on the recommendations of the Standing Committee on Vaccination (Ständige Impfkommision).

After registering with the health insurance companies AOK Bremen/Bremerhaven, refugees are provided access to the entire range of medical services available in Hamburg with the help of an electronic health card (eGK), even if some restrictions exist under the Asylum Seekers' Benefits Act (Asylbewerberleistungsgesetz). For a period of time, the strong increase in the number of refugees meant that there could be delays in the registration with health insurance companies. For this reason, and for other reasons, which include the increased number of emergency operations in initial reception facilities, Hamburg has decided to establish first-line medical care in the preliminary reception facilities. The first-line care offers general medical and paediatric consultations, and thereby guarantees basic care. Should specialist treatment be required, patients are referred to a registered and practicing specialist.

Almost all residents of the initial reception facilities now have a health card, meaning that they can be integrated

into the outpatient medical care system in the medium to long term. The consultation hours offered in the initial reception facilities currently act as a bridge between systems and facilitate access to the regulatory system. Social management also supports residents, for example, with making doctor's appointments.

In this context, it's initially important to ensure the basic needs of refugees who have had traumatic and stressful experiences, for example, by providing them with suitable housing, secure immigration status and meaningful employment. These factors can help counteract the effects of trauma. In addition to first-line care and in light of the increasing number of refugees, some initial reception facilities have set up stabilisation consultation hours which provide qualified support services with a focus on trauma therapy. At the same time, hospitals with departments of psychiatry and psychotherapy have started to cooperate with initial reception facilities. The hospitals' psychiatric outpatient clinics (PIA – Psychiatrische Institutsambulanz) offer regular psychiatric consultation hours on site or in-house. This offer is intended to provide early qualified assistance so that in-patient crisis intervention and treatment do not become necessary in the first place. As a rule, the refugees can consult all institutions offering psychiatric care or child and adolescent psychiatric care in Hamburg as well as all physicians and psychotherapists registered and practicing in Hamburg in order to have any psychological disorders identified and treated. Hamburg Parliament also requested the Senate to set up a coordinating centre for the counselling and treatment of torture victims and traumatised refugees (see official publication 21/3816). In the official publication 21/7325, the presidents of BGV and BASFI informed the President of Hamburg Parliament that further consultation and coordination is required for practical implementation.

For minor and young adult refugees, the Refugee Outpatient Department at the University Medical Centre Hamburg-Eppendorf (Flüchtlingsambulanz am Universitätsklinikum Hamburg-Eppendorf) offers further specialised help. Hamburg Parliament has used €200,000 from the Integration Fund to support psychotherapeutic care by establishing a pool of interpreters, so that translators can be taught, remunerated and given the qualifications to accompany mentally ill refugees to psychotherapeutic treatment. It has also asked the Senate to set up a coordinating centre for the counselling and treatment of torture victims and traumatised refugees.

Among many other things, the continuous exchange with the Kassenärztliche Vereinigung Hamburg (KVH) as well as with professional medical associations is essential for the integration into the system of the standard care. One of the specific challenges posed to standard outpatient and inpatient medical care is linguistic barriers. For this purpose, technical solutions (video interpreters) and the use of a pool of language mediators are currently being examined.

It is also important to simultaneously promote the skills of migrants in the area of health, namely knowledge about possibilities for disease prevention and healthcare structures. The healthcare project 'With Migrants for Migrants (Mit Migranten für Migranten – MiMi, see info box) conducts its operations with bilingual healthcare mediators in accommodations for refugees and accompanies refugees to healthcare services.

Best practice example MiMi Hamburg



'With Migrants for Migrants' ('Mit Migranten für Migranten' – MiMi), the motto of the project is the intercultural promotion of health and disease prevention. Migrants with a firm grasp of their native language and good language skills are trained as mediators for integration and health. Without language and cultural barriers, they can better communicate the fundamental areas of the German healthcare system to people who come from the same native country as can people without a background of migration. As a result, they improve access to the healthcare system, provide exemplary intercultural prevention work and contribute to equal opportunities, participation and integration of people with a background of migration.

The intercultural project MiMi Hamburg is funded by the Authority of Health and Consumer Protection (BGV). The Verband für offene Kinder- und Jugendarbeit Hamburg e.V. carries out the project in cooperation with the nationwide promoter Ethno-Medizinisches Zentrum e.V. At the end of 2016, a total of 22 migrants highly involved in social activities were trained as health mediators in a new training course in Hamburg.

www.mimi-hamburg.de

The participation rate of children with a migration background in early detection screening is measured throughout the entire city. Participation should be further increased through appropriate measures (invitations, the 'Enemene Mu' campaign to increase the participation rate of children in early detection screening, family teams to educate early prevention system). Protection provided by vaccinations should also be further improved. That's why MiMi regularly holds information events for migrants from different countries of origin.

b) Career prospects in healthcare

Hamburg is an attractive city for foreign professionals. The number of credentials of foreign healthcare professionals being recognised has increased in recent years. The share of applicants from care-related professions was and is very high. Not all degrees, however, can be recognised directly without additional courses. That's why knowing German is essential to being able to successfully pass the test or complete the adaptation period.

Integration into the German job market in the healthcare sector is a major obstacle for many foreign professionals because the framework conditions are different from those existing in the healthcare system in their home country. This obstacle is even harder for refugees to overcome because they did not plan to emigrate and did not have any help from employment service agencies or other insti-

tutions in this process, but rather were – in many instances – forced to leave their society due to a life-threatening emergency situation. They require special support. As a result, the Senate will be supporting a project funded by the European Social Fund called 'Supporting the professional, linguistic and cultural integration of refugees into direct patient care' (Unterstützung der beruflichen, sprachlichen und kulturellen Integration von Geflüchteten in die unmittelbare Patientenversorgung) as of 2017. It is designed to specifically support the integration process into the daily hospital routine.

The possibility to complete training for a career in care in Hamburg should also be opened up to refugees and make it easier for them to access such training. A keystone here is the 'Fast track care' (Fast Track Pflege) project which acts as an intermediary between care companies, existing and planned services such as language training, counselling or training opportunities and the refugees. The project provides advice on different care-related professions: Health and nursing assistance, care for the elderly, healthcare and nursing. Interested parties are assigned to suitable internships or apprenticeships and qualification courses based on their talents and skills. The refugees are also supported along the way into care services in order to ensure that any possible conflicts are quickly resolved and that problems that could lead to their training or internship being terminated are minimised.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Improving health knowledge and health skills of people with a background of migration	Number of bilingual assignments carried out by 'MiMi healthcare mediators'	357	1,118	600	600
2	Increasing participation of children in early detection screening U7 to U9	Participation rates of early child screening tests (figures in per cent)	71	68	71	80
3	Improving vaccine protection (measles, mumps, rubella)	Complete vaccine protection (figures in per cent)	94	93	92	95
		- Measles	93.6	92.8	92.3	-
		- Mumps	93.5	92.7	91.9	-
		- Rubella	93.5	92.7	91.9	-
4	Increasing the number of skilled workers with a migration background in care-related professions	Number of accreditations in Hamburg	325	373	301	430

Explanation of indicators and target values:

(1) In comparison to the target value formulated in the last concept for 2015, the significant increase in the current target value can be explained in that there was an unplanned increase in the number of assignments because of the enormous influx of refugees.

Data source: Case reports, Verband Kinder- und Jugendarbeit e.V.

(2) The values provided for this indicator refer to the aforementioned preventive examinations for all Hamburg immigrant children with a migration background. Families with a migration background are frequently among the individuals who did not participate in the 'U' screening tests. As a result, the increase in the figure also reflects an improved approach to this target group.

Data source: School doctor documentation.

(3) The data provided are the rounded mean values of the school entrance exams of children with a background of migration. The results are provided in detail in the footnotes for guidance purposes. The target value corresponds to the recommendation made by the Standing Committee on Vaccination (Ständige Impfkommision) of the Robert Koch Institute.

Data source: School doctor documentation.

(4) The data includes the accreditation of foreign professional qualifications.

Data source: BGV survey as a competent authority.

2. Nursing care

'We want all people in Hamburg to have equal access to nursing care services!'

The share of people requiring nursing care among women and men with a migration background is still relatively low, which is due to this population segment's 'younger' age composition. The 'Overall plan for nursing care facilities up until 2020' (Rahmenplanung der pflegerischen Versorgungsstruktur bis 2020),⁸⁴ however, assumes that the number of people with a background of migration will increase faster than the total population.

Experience in Hamburg shows that people with a migrant background tend to use less in-patient care and advisory services than would be expected. No reliable empirical results for this exist however.

⁸⁴ Please refer to <http://www.hamburg.de/pflege/veroeffentlichungen/4654500/pflegerische-versorgungsstruktur-2020>

Low utilisation rates are also observed at the federal level. On the one hand, language and information barriers are deemed to be responsible for this situation, on the other hand, so are cultural barriers and other cultural characteristics.

- Language barriers: If individuals with a migration background do not understand informational material in German, this can lead to problems especially when determining the need for nursing care within the framework of long-term care insurance.
- Barriers due to lack of information: These barriers are often associated with language difficulties due to the fact that they make it more difficult to understand complex welfare state regulations. They fear, for example, that their security of residence could be put at risk if they draw a benefit.
- Cultural barriers: Cultural barriers exist if individuals know that they are entitled to benefits but they must reject them based on how the service is provided, for example, if men provide personal hygiene care to women; or if benefits in kind are not taken advantage of on a whole because cultural norms dictate that the family should provide help.⁸⁵

Suitable indicators should only be established as based on supply since, in the case of demand data, it is not clear to what extent there is discrimination or restriction of freedom of choice or to what extent freedom of choice is shaped by culture. In terms of the offers supplied, clearly identifiable offers with a special focus should be created for some target groups. The situation and development aspirations can only be illustrated to a limited extent in the indicators.

In the event that such cultural barriers exist, it is necessary to take cultural lifestyles and habits into consideration when providing individuals with a migration background with nursing care and support. After all, their understanding and acceptance is vital for access to good care to be ensured. If possible, care-givers who have a background of migration should be primarily employed in such care-giving settings in a gender-appropriate manner. In any case, these individuals must have a good knowledge of the respective culture and be empathetic.

According to information provided by outpatient nursing services, a large number of employees who have language skills from the most frequent countries of origin of families with a migration background work in outpatient care in Hamburg.

⁸⁵ Cf. BAMF 2012: Need for care and demand for care services of migrants in demographic change. The latter category is once again divided into 'cultural barriers' and 'family barriers'.

Best practice example Intercultural House Veringeck



For both outpatient as well as in inpatient care, new forms of housing can enable care in smaller groups and in a cosy atmosphere and provide suitable conditions to be cared for in one's own native tongue and to maintain one's own culture.

The Intercultural House Veringeck (Intercultural Wohnhaus Veringeck) in the urban quarter of Wilhelmsberg is an example of this. In addition to the shared accommodation for ten elderly Turkish migrants living with dementia, the housing facility also offers serviced housing to senior citizens as well as an adult day-care facility, a café, a hammam (Turkish steam bath) and a landscaped courtyard for all the elderly in the district.

The first experiences gathered while planning and implementing housing projects with outpatient care show that the operators of the project require counselling and support services in order to successfully represent their concerns to investors and authorities.

Counselling services such as the 'Hamburg coordination office for residential care communities' (Hamburger Koordinationsstelle für Wohn-Pflege-Gemeinschaften) exist for housing projects with outpatient care. A brochure describing the pilot project is available to investors, operators and other interested parties as a planning aid.

[www.hamburg.de/pflege/
veroeffentlichungen/4592254/
broschuere-veringeck/](http://www.hamburg.de/pflege/veroeffentlichungen/4592254/broschuere-veringeck/)

Individual inpatient care projects, especially for people with a migration background, have already been set up. Based on the reasons stated above, such as the hesitation to use services as well as the ethnic and linguistic diversity among the elderly with a background of migration, it has not been possible thus far to make such specific offers available on an extensive basis. More often than in the past, institutions have been asked to develop more small living spaces for residents in need of care and who have specific backgrounds of migration.

The Authority for Health and Consumer Protection (Behörde für Gesundheit und Verbraucherschutz – BGV) has used subsidies for new buildings and structural adaptation measures to support the construction of housing and housing communities since 2016. The 'Directive for the promotion of small-scale, district-oriented forms of housing and care' (Richtlinie zur Förderung von kleinräumigen, quartiersorientierten Wohn- und Versorgungsformen) from 28 December 2015 exists for this purpose.⁸⁶

Public relations for new forms of living shall be intensified. The 'Hamburg coordination office for residential care communities' (Hamburger Koordinationsstelle für Wohn-Pflege-Gemeinschaften), which is sponsored by the Authority for Health and Consumer Protection (Behörde für Gesundheit und Verbraucherschutz – BGV), informs and advises interested citizens, housing companies, providers of inpatient housing facilities and outpatient care services on forms of residential care.

Interculturally oriented counselling offered in the native language can be a starting point for improving care in families with a migration background. Native-language counselling is offered at the Harburg care support centre (and not only in Harburg) in Russian, Turkish and Farsi. Native language expertise is offered in a variety of languages for the elderly and disabled individuals at care support centres and counselling centres in several district offices in order

to determine their needs for care. Intercultural counselling expertise is to be further expanded in the care support centres.

In the case of individuals with dementia or mental illness, legal self-determination can be ensured if provisions are taken at an early stage through living wills, advance directives on care and powers of attorney. There is substantial need for information among people with a migration background and their organisations since the regulations on legal care and provision are very different around the globe. Guardianship associations are predominantly in charge of providing information and consultation in this area. The Senate supports intercultural opening in this area through a specific project at the state-recognised guardianship association 'Migranten in Aktion e.V.'.

People who come to Hamburg today as refugees could contribute to expanding and improving nursing care services. Programmes which combine (post)qualifications with language lessons could be a possible solution in this case. The Senate has paved the way for this to happen with the BGV projects 'work and integration for refugees', 'Integration of refugees into patient care' (Integration Geflüchteter in die Patientenversorgung), 'Nursing careers as an opportunity for refugees' (Pflegeberufe als Chance für Geflüchtete) and 'Nursing as a career goal – perspectives for refugees' (Berufsziel Pflege – Perspektiven für geflüchtete Menschen).

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Resolving the information gap	Number of target group-specific information events by care support centres	5	11	8	> 8
2	Improving legal support	a) Number of target group-specific information events on care options	6	6	6	6
		b) Number of target group-specific events for the exchange of experiences between volunteer care-givers	8	16	10	10

Explanation of indicators and target values:

(1) Access to counselling services acts as an important aid in making an informed decision about care arrangements. The main task of care support centres, however, is to provide individual counselling. The data shall be collected from 2013 in the regular reporting system.

(2) The legal assistance project was specifically re-aligned

in 2013 to include care options and voluntary care support.

Data source: Data has been collected from the usage list of individuals receiving benefits from the MIA – Migranten in Aktion e.V. project.

⁸⁶ Please refer to www.hamburg.de/contentblob/4819526/8a30b8de70dd0b601d56bf0e9f569fa1/data/download-foerderrichtlinie.pdf

D. Intercultural opening of the Hamburg administration

'We want the Hamburg administration to reflect the cultural diversity of the population in order to enable people with a background of migration to equally participate and shape their professional careers within the administration!'

'At the same time, we want to further increase the quality of state governance. All public institutions and all public-sector services should be designed in such a way that all employees are trained to respond to the specific needs and circumstances of their clients!'

In the updated and revised version of the 2017 Integration Concept, the goal- and results-oriented management via target values and indicators (for establishing quantifiable numbers and transparency) is also closely linked to the state's strategy to improve intercultural openness as well as to diminish any structural discrimination in all socially relevant spheres of life (for additional information, please refer to Sections A.2, A.3). Intercultural openness is an essential component of Hamburg's diversity strategy which on the whole refers to the following aspects of diversity: 'ethnicity, origin and nationality'. Other aspects of diversity include gender, age, physical ability, sexual orientation, and religion or world view. By increasing intercultural openness, the Senate emphasises society seeing itself as a 'unit of diverse entities'.⁸⁷ The significance of diversity is also further reflected by Hamburg signing the Diversity Charter in 2008.

In the coalition agreement on the collaboration of governing parties in the 21st legislative period of Hamburg Parliament, the coalition partners for the Hamburg administration set themselves the goal of understanding intercultural openness as the guiding principle to their further development.

1. Intercultural opening – a continuous process of improvement

How far the administration of Hamburg has already incorporated the strategy of increasing intercultural openness into its activities is shown in Section C in the specific policy approaches, strategies and best practice examples which are illustrated separately. The reason why these two approach-

Diversity Charter

The definitions of diversity cited here are based on the definition of the Diversity Charter which Hamburg signed onto in 2008.

www.charta-der-vielfalt.de/charta-der-vielfalt/die-charta-im-wortlaut.html

es have been combined is the simple belief that good results can only be achieved for equal participation if the diverse range of clients is placed at the centre of activities for planning state services and external and internal communication. If parents are not convinced by the day-care provisions and the need and purpose for parental involvement, it is not possible to increase the care rate of children, reduce the language support required in primary schools and achieve the required level of educational success. Regardless of their place of origin, leaving clients alone with application forms they do not always understand results in additional consultation and case management work, and is not recommended as the best option for assisting and supporting these clients.

Interculturally opening the administration is a never-ending process that is to be understood as a continuous process of improvement that must at least keep up with changes in society but better yet anticipate developments.

The particular challenges associated with integrating refugees, which Hamburg has had to deal with in its capacity as a local authority over recent years, has given the issue of intercultural opening a boost. Ensuring the existential needs of a large number of refugees at the beginning demanded different ways of thinking as well as different – and sometimes rather creative – solutions.

These insights and solutions can now also be adapted to the needs and living situations of immigrants who came here quite some time ago or to those born here with a background of migration. Two qualitative examples here include: Experience with video interpreters during medical care in the initial reception facilities shows that video interpreting can also be used in clinics or other areas of

⁸⁷ Speech made by Federal President Joachim Gauck at the naturalisation ceremony held during the 65th anniversary of the Basic Law of the Federal Republic of Germany, <http://www.bundespraesident.de/SharedDocs/Reden/DE/Joachim-Gauck/Reden/2014/05/140522-Einbuengerung-Integration.html>

Statement of the Integration Advisory Council

During its expert forum in July 2016, the Integration Advisory Council described the intercultural opening of the administration and the majority society as a 'common factor' of integration that is supported by many different actors. All measures of intercultural opening should be used to enable social participation and to improve equal opportunities.

Central aspects of intercultural opening include:

- 'Managers in public administration shall continue to be involved in the process of intercultural opening at a high level, and shall carry out managerial functions.
- Further intercultural training for employees working in authorities, offices and regulatory services is continuously being improved.
- Culturally sensitive counselling of authorities and offices which deal with customers shall continue to be expanded and improved.
- The exchange of information about the wide range of plans and projects shall continue to take place.'

consulting and service areas, such as in the districts. Young adults – both with and without a background of migration – who, for example, recently stopped training and would like to enter the workforce for the first time or re-enter the workforce can benefit from the procedures put in place for identifying skills which was developed by both the Chamber of Commerce and Chamber of Trade and some trade guilds for those refugees who immigrated to Germany and have practical experience but no formal education or training qualifications. This 'boost in development' must be maintained.

Even if the development has recently become more visible, that increasing the intercultural openness of the administration requires critical monitoring as well as the external view of people outside of the administration, in particular from people with a background of migration. This role is exercised primarily by the integration advisory board instituted at the state level. Programmes for individuals with a background of migration or for migrant organisations

to participate at a district level also exist however (Please refer to Section B.I.). Specific political participatory bodies also oversee this function (state senior citizens' advisory council, state school advisory board, district advisory council, etc.). The better these participatory bodies and advisory boards are staffed with individuals that reflect the diverse population, the more directly the needs and living conditions of the population shall be integrated into the planning of Hamburg's community services.

Important partners in the continual process of improvement include integration centres, the Association of Non-statutory Welfare (Arbeitsgemeinschaft der Freien Wohlfahrtspflege e.V.) and different specialist and target group-oriented networks and interest groups (e.g. FLUCH-Tort Hamburg 5.0, the IQ Netzwerk NOBI⁸⁸, the Umbrella Association of International Youth Organisations [Arbeitsgemeinschaft Interkultureller Jugendverbände (AGIJ)], etc.) as well as many institutions entrusted with the task of carrying out a wide range of tasks/projects on the part of the competent authorities and district offices, as well as the initiatives of the volunteers and their umbrella organisations (including BHFI, IFI).

It isn't always easy to conduct this discussion on intercultural opening of the administration as it is often met with reservations on various sides. Nevertheless, this discussion is inevitable. Only change to state regulatory systems that last over the long run shall lead to the equal participation of all people in Hamburg.

2. Anti-discrimination strategies as a contribution to intercultural opening

Following up on specific complaints made by citizens and remedying these issues is as at least important as it is to establish a structured system of exchange with the aforementioned participatory bodies or specialist dialogue with networks, institutions and interest groups. In addition, they generate new impulses for the intercultural opening of state institutions and make questions of exclusion in private law (e.g. work, living) tangible. As a result, having an openly accessible system for handling complaints and ensuring the provision of independent counselling services are the Senate's two central approaches in its anti-discrimination strategy.⁸⁹

Problems and cases of discrimination should be addressed and dealt with wherever they happen. Only in this way can structural discrimination be pursued. The authorities and

⁸⁸ Integration through qualification, network for the professional integration of migrants.

⁸⁹ Please refer to official publication 20/12555 above, example: <http://www.hamburg.de/altona/beschwerdemanagment/>

Best practice example Anti-discrimination counselling service 'amira'



The independent anti-discrimination counselling service 'amira' advises people who have experienced discrimination due to their (perceived) origin, religion, skin colour or language and would like to report this or receive advice on such situations.

Alongside holding discussions, advice also includes support in mediating conversations or clarifying issues, complaints, public relations, legal action or other interventions.

amira works closely with other counselling services, but in particular with integration centres. It is also part of amira's tasks to raise awareness about anti-discrimination and the AGG, for example, by holding informational events for specialists and multipliers.

amira, which was founded based on a request made by the Integration Advisory Council of the 20th legislature, has received funding from BASFI since July 2014.

[www.verikom.de/antidiskriminierung/
amira-antidiskriminierungsberatung](http://www.verikom.de/antidiskriminierung/amira-antidiskriminierungsberatung)

offices are obligated to prevent cases of discrimination based on their (perceived) origin, religion, skin colour, gender, sexual orientation, disability or language happening in their areas of responsibility and, if necessary, to intervene or refer individuals to the competent authority in each individual case.

The Public Legal Information Office (Öffentliche Rechtsauskunft – ÖRA) is an important point of contact in the battle against discrimination. It provides advice and supports people in exercising and enforcing their legal rights.

As part of the 'State programme for promoting a democratic culture, and preventing and fighting against right-wing extremism' (Landesprogramms zur Förderung demokratischer Kultur, Vorbeugung und Bekämpfung von Rechtsextremismus)⁹⁰ and the federal programme 'Live democracy!' ('Demokratische Leben!')⁹¹, various initiatives and institutions that help to combat and prevent discrimina-

tion and racism and that provide victims with assistance are provided with support. Examples include the advisory network against right-wing extremism, the mobile advisory team, the counselling centre for individuals affected by right-wing extremist, racist, anti-Muslim or anti-Semitic violence called 'empower', the project 'Kurswechsel' (Change of course) for individuals who want to distance themselves from right-wing ideologies, and the 'Ausstieg Rechts' (Dissociation from the right wing) for right-wing extremist officials and members.

3. Strengthening intercultural skills of employees

Interculturally opening the administration requires all employees to be able to and to contribute and develop their intercultural expertise. This internal personnel improves the planning, organisational and communication expertise of the competent authorities, district offices and state-run institutions. The activities of the competent authorities have been presented and partly demonstrated with best practice examples in the info box shown in Section C (See Section C.III.2, Hamburg Network 'Teachers with a history of migration' (Lehrkräfte mit Migrationsgeschichte). The Hamburg Parliament and public were comprehensively informed about the best practice examples of intercultural opening in different areas of the Free and Hanseatic City of Hamburg in the 2015 Personnel Report.⁹²

Two approaches are used in particular to strengthen the intercultural skills of employees: the recruitment of people with a background of migration (especially junior staff) and the integration of the topic into training and further education.

The umbrella campaign 'We are Hamburg! Are you?' (Wir sind Hamburg! Bist Du dabei?) has proved itself to be particularly effective in increasing the share of employees through training because it has been designed to operate across authorities and has a sustainable approach to recruitment (See Appendix 3). From 2006 to 2016, the share of young people with a migration background recruited for training in the former upper and middle level ranks of the civil service increased more than threefold from 5.2 per cent to 17.2 percent. This can, on the one hand, be attributed to the activities of the umbrella campaign. On the other hand, the increasing share of young people with a migration background certainly also simplifies recruitment. The share of people with a background of migration who are in the

⁹⁰ Please refer to official publication 20/9849 above.

⁹¹ Please refer to www.demokratie-leben.de

⁹² Please refer to official publication 21/1000, Personnel report 2015. External recruitment carried out on a nationwide scale.

training-relevant age group (15 to 25 years old) is 27 per cent across Germany.⁹³

The total share of employees with a background of migration in Hamburg administration increased from 8.9 per cent in 2008 to 12.3 per cent in 2014. In comparison, the share of people with a migration background between the ages of 15 and 65 was 22 per cent nationwide.⁹⁴ Due to a rather restrictive practice regarding the hiring of employees from the external labour market, the increase of workers with a

migration background occurred mainly in the area of 'training' and the general exemptions made in the hiring procedure for regular recruitment.⁹⁵

Activities previously carried out in the priority areas of inter-agency training of the Centre for Education and Further Training (Zentrum für Aus- und Fortbildung), such as events for the further development of intercultural skills and for confronting prejudices, shall be continued at a high level.

Overview of sub-goals, indicators and target values

No.	Sub-goal	Indicator	Comparative values			2018 target value
			2014	2015	2016	
1	Increasing the number of youth with a background of migration hired in the field of recruiting young professionals for the administration of Hamburg (former upper and middle level ranks of the civil service, including the training or onboarding periods for former upper level rank of the civil service)	Share of youth with a migration background hired, divided according to vocational training courses and career path groups (figures in per cent)	15.2	18.1	17.2	20
2	Increasing the total share of employees with a background of migration	Total share of employees with a background of migration in the Hamburg administration (figures in per cent)	(12.3)	13	-	> 13
3	(Further) developing intercultural skills of management	Share of participant days in intercultural further training of management (figures in per cent)	1.8	3.2	3.2	3
4	(Further) developing intercultural skills of all employees	Share of participant days in intercultural further training (figures in per cent)	3.8	3.7	4.7	3
5	Ensuring a multilingual and qualified offer of anti-discrimination counselling by the counselling centre amira	Number of people seeking advice (new)	21	87	130	130

⁹³ Source: Federal Statistical Office, 'Bevölkerung mit Migrationshintergrund – Ergebnisse des Mikrozensus 2015' (Population with a migration background – results of the 2015 micro-census), published on 16 September 2016, amended on 21 March 2017, own calculations.

⁹⁴ Source: Federal Statistical Office, 'Bevölkerung mit Migrationshintergrund – Ergebnisse des Mikrozensus 2015' (Population with a migration background – results of the 2015 micro-census), published on 16 September 2016, amended on 21 March 2017, own calculations.

⁹⁵ Cf. 'Anordnung über Stellenmitteilungen und Stellenausschreibungen für die hamburgische Verwaltung' (Notice of vacancies and job openings in the Hamburg administration [vacancy notice]) from 16 August 2011.

Explanation of indicators and target values:

(1) The share of persons with a migration background hired is calculated as a ratio of the number of hired persons with a migration background against the total number of persons recruited within a career training programme or a comparable training programme conducted in accordance with the Vocational Training Act (Berufsbildungsgesetz).⁹⁶ In addition to taking an overall look at the career training groups, the target value is also shown separately for the former upper and middle level ranks of the civil service for reasons of comparability.

Data source: State institution ZAF/AMD, Zentrum für Aus- und Fortbildung (Centre for Education and Further Training).

The 20 per cent target value aims to identify and eliminate structural barriers to entering the market. If the 20 per cent target value is achieved, it can be assumed that these barriers (no longer) exist. It may then be possible to achieve higher recruitment rates without having to justify the exact share of people with a migration background who are hired from the total population for civil service training.

(2) The total share of employees with a migration background working in the Hamburg administration reported up until now was determined based on voluntary and anonymous employee surveys conducted in 2008 and then in 2014. Further employee surveys are currently not planned. From 2015 onwards, the value determined every two years in the micro-census, which is conducted to monitor integration in the federal states, shall be used here instead. This value corresponds largely, but not exactly to the share of the Hamburg administration since other public employers in Hamburg are also included here (e.g. Customs).

Data source: Integration monitoring of the federal states (Länder).

(3) Further training courses for developing the intercultural skills of managers and employees have been offered and carried out since 2009. The share of participant days (Teilnahmetage – TNT) is calculated by multiplying the number of managers participating in further training courses to improve their intercultural skills by the duration of the respective courses in relation to the total number of TNT for further training of management. Based on the situation with refugees, the Centre for Education and Further Training (Zentrum für Aus- und Fortbildung) has increasingly offered further intercultural training, which has resulted in the target value being more than just met but over-exceeded. The goal for the next few years is to achieve a share of three per cent once again. This shall ensure good progress is made towards achieving the desired share of qualifications.

Data source: ZAF further training monitoring.

(4) The share of TNT is calculated by multiplying the number of employees participating in further training to improve their intercultural skills by the duration of the respective courses in relation to the total number of TNT for further training (excluding the further training of management). Cf. target value explanations (3) for the target value amounts.

Data source: ZAF further training monitoring.

(5) Demand is expected to remain high based on the great level of awareness for this subject.

Data source: amira.

⁹⁶ The scope of application includes: the training of service class group 1, second entry-level office (former middle-level service of the civil service), and any comparable, needs-based training according to the Vocational Training Act (administrative assistant, legal clerk); the training/degree programmes of service class 2, first entry-level office (former upper-middle-level ranks of the civil service); recruitment of junior staff for training or induction periods of service class group 2, first entry-level office (former upper-level ranks of the civil service: general services, tax administration, IT trainees and technical services).

E. Inter-agency governance and cooperation

By updating and revising its integration concept, Hamburg is rigorously paving the way to establish integration policy as a cross-sectoral task, organising responsibility for integration from a political and socio-spatial perspective, and also making integration achievements measurable and transparent by describing indicators and agreeing on target values.

The implementation and operationalisation of goal-oriented and result-oriented governance is presented in Section C according to key subjects and fields. Its closely linked strategy for the intercultural opening of the Hamburg administration and state institutions, which fall under the (co-) responsibility of the Senate, is presented in Section D. This section deals with inter-agency governance and cooperation as well as the continuous development of the content of the integration concept.

1. Regulatory responsibility and overall inter-agency responsibility: mandatory interaction of all actors

The Authority for Labour, Social Affairs, Family and Integration's (Behörde für Arbeit, Soziales, Familie und Integration – BASFI) Office for Labour and Integration (AI) continues to assume administrative responsibility and oversee the overall inter-agency governance of all questions relating to integration policy. The following tools of governance are available for this purpose:

- Annual planning meetings with the competent authorities and with relevant special district offices on the status of the achievement of targets as well as on current projects and challenges,
- Discussion groups with competent authorities and/or district offices based on relevant subjects or occasions,
- Annual investigation of State Advisory Council meetings,
- Annual investigation of the Integration Advisory Council on the status of implementation,

- Annual briefing of Parliament (future).

The competent authorities are also responsible for engaging in dialogue with the district authorities on all infrastructural issues (e.g. day-care planning, school development planning, housing subsidies, etc.) as well as for overseeing operational tasks assigned to the districts and the associated integration policy approaches and strategies.

In addition to being responsible for implementing policy approaches and strategies, the district offices are in particular responsible for planning social spaces, increasing the intercultural openness of their customer and service centres, creating intercultural dialogue and designing processes of participation.

In connection with current status of immigration, the question of housing refugees and issues related to initial integration, further needs for governance and cooperation falling under the coordination of the Central Coordinating Team for Refugees (Zentraler Koordinierungstab Flüchtlinge – ZKF) have arisen. Methods of governance include:

- Discussion groups with competent authorities and/or district offices on relevant subjects or events under the coordination of the ZKF,
- Regular meetings of the steering group for public housing under the coordination of BASFI's state advisory council,
- Regular briefing of the Parliament, in particular the Civic Committee on Labour, Social Affairs and Integration (Ausschuss für Arbeit, Soziales und Integration).

In order to address the particular challenges of receiving and initially integrating refugees and to ensure coherent policies and regional approaches, the ZKF and the Authority for Labour and Integration (Amt für Arbeit und Integration – AI) have agreed to work closely together in a formal fashion and to regularly set priorities and plan resources on a joint basis.⁹⁷

The following diagram illustrates the interaction of all participants:

⁹⁷Please refer to official publication 21/7486), 'Stellungnahme des Senats zu dem Ersuchen der Bürgerschaft vom 13. Februar 2013' Konsens mit den Initiatoren der Volksinitiative 'Hamburg für gute Integration' (Statement issued by the Senate in response to the request made by Hamburg Parliament on 13 February 2013, 'Consensus with the Initiators of the People's Initiative "Hamburg für gute Integration"')(official publication 21/5231).

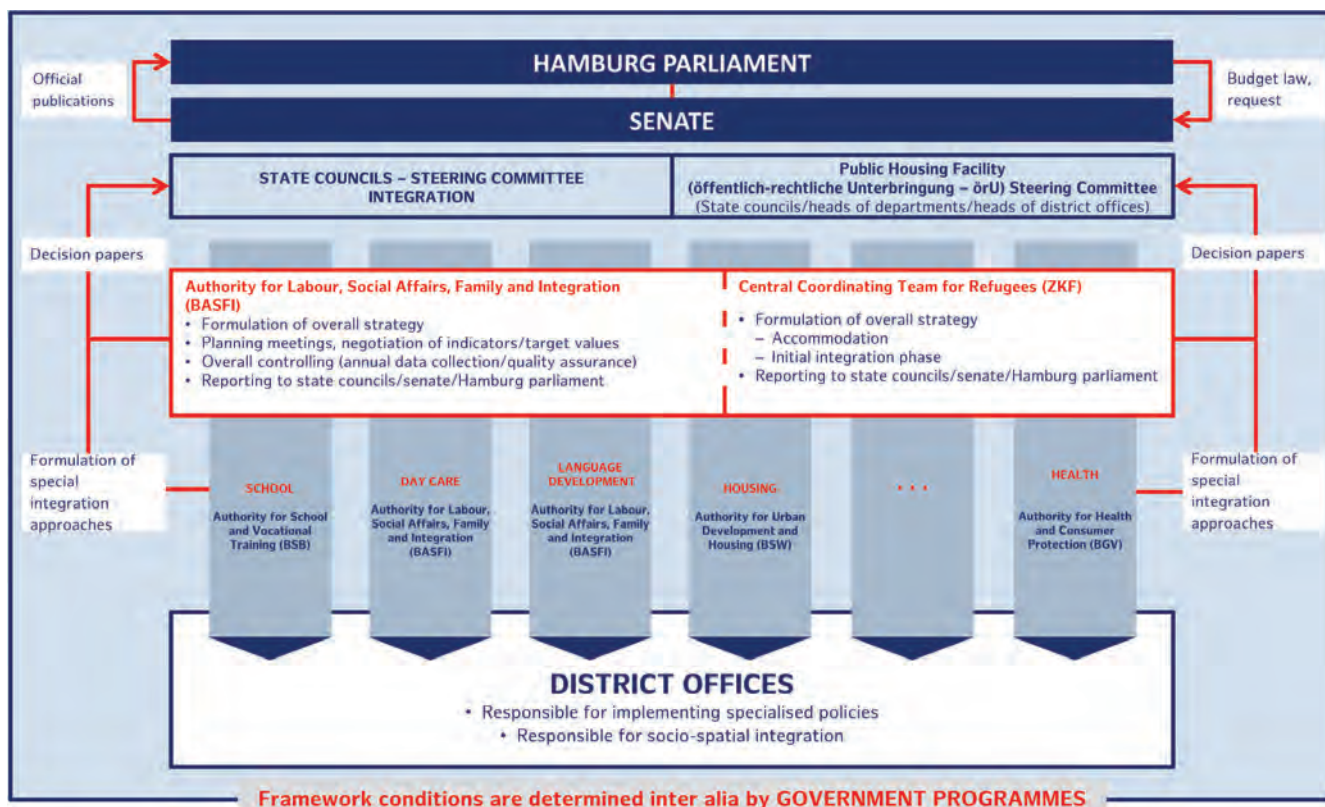


Figure 4

Image: BASFI

This management and cooperation model has been intensively discussed with the umbrella organisation IFI and then worked out in detail based on the subjects of the ‘labour market’, ‘early childhood education’ and ‘general school education’.

2. Annual monitoring of target achievements and continuous further development

The approach for managing the integration policy in a goal-oriented and results-oriented manner is based on policy debates as well as on the logic of the ‘Strategic realignment of the budget’ (Strategische Neuausrichtung des Haushaltswesens) and the associated indicator system. The discussion on the intended goals and effects of political activities is the focus of both internal governance and public debate. Deviations can and should lead to meaningful discourse that helps to further develop integration policy topics.

In this respect, the goals, indicators and target values presented in the 2017 Integration Concept reflect the current

status of the internal policy debate and take the results of the external participation process into consideration, insofar that this is technically possible and reasonable.⁹⁸ It is the express desire, however, that these participation and discussion processes be continued within the context of dealing with questions related to integration policy. An agreement has already been reached with the district offices to re-engage in dialogue with the participants who were involved in the participation process in order to discuss the results and further implementation of the updated 2017 Integration Concept. Only through open discourse can our society come to a mutual understanding on one of the key issues surrounding living together in our city.

The 2013 integration concept did not stipulate that the Hamburg Parliament be informed annually about the development of indicators, instead it called for reporting to only be carried out at the end of the legislative period. Since the Hamburg Parliament has been asked to provide annual reports within the context of two major requests being made in the past year, this reporting – which would have been first possible starting in 2014 as based on the values of 2013 – shall now be carried out on a yearly basis, with

⁹⁸ Please also refer to Section A.7, Participation procedures. Upon assessing the results of the external participation process, it was examined, among other things, whether they are technically meaningful or whether they are already displayed in more detailed technical concepts (e.g. RISE reporting, HIBB training report, etc.) and whether a reliable data source is available.

the results being intensively discussed with the respective committee for Labour, Social Affairs and Integration. Depending in each case on the statistical basis, the actual values for a specific year are made available at the end of the first quarter/beginning of the second quarter of the following year meaning that a report can be provided to the Hamburg Parliament by the third quarter.

Appendix 1:

Implementation of mandates arising out of the 'Konsens mit den Initiatoren der Volksinitiative Hamburg für gute Integration Konsens mit den Initiatoren der Volksinitiative Hamburg für gute Integration' from 13 July 2016 (Consensus with the Initiators of the People's Initiative 'Hamburg für gute Integration')

In the request made by the Hamburg Parliament 'Konsens mit den Initiatoren der Volksinitiative Hamburg für gute Integration' (Consensus with the Initiators of the People's Initiative "Hamburg für gute Integration") (Official publication 21/5231), the mandate is to continue the integration concept's current focus on participation, intercultural opening and cohesion and to update/revise it to be even more accurate, as well as to develop the decisive indicators into a masterplan in a participatory process in which refugees are also involved.

The following issues which, to some extent further specify the petitions made in the aforementioned request made by parliament, were addressed in six detailed conversations during an intensive discussion with the umbrella organisation IFI on how to manage integration, adult language lessons, early childhood education, school, training and work.

The discussion led to the development of the following approach and understanding:

- **Demand/suggestion made by umbrella organisation IFI:** *Managing integration is a complex process that requires the state to act in a systematic manner as well as the involvement of urban society. It must reach every single person in the city. The mandatory involvement of the state and its communication with citizens should be improved in order to achieve this goal.*
- ✓ **Implementation:** Please refer to Section E (Inter-agency governance and cooperation) for information on the commitments being carried out within the Hamburg administration. The Senate wishes to comply with this request through the participation process implemented for the further development of the integration concept (documented under www.hamburg.de/integrationskonzept), please also refer to Section A (Participation process), the 'Forum for Refugee Aid' (Forum Flüchtlingshilfe, available at www.hamburg.de/forum-fluechtlingshilfe), the main website (available at www.hamburg.de/fluechtlinge) as well as the updated version of the integration concept presented here and the many participation programmes of the competent authorities and district offices.

An agreement has already been reached with the district offices to present the new integration concept to the participants from the negotiations with the districts in order to provide them with feedback but also to remain in contact with the citizens at the same time. The 2017 Integration Concept also reflects the status of the discussion at this time. This concept shall also be continually developed and adapted to the future discourse on integration policy.

- **Demand/Suggestion:** *In order to properly manage the integration policy, it is necessary to pool all expertise into one central coordinating team.*
- ✓ **Implementation:** Section E shows how the integration policy is managed as a cross-sectoral task by all Hamburg's competent authorities and district offices under the coordination of the Authority for Labour, Social Affairs, Family and Integration (Behörde für Arbeit, Soziales, Familie und Integration - BASFI) and the central coordination team for refugees. Based on the diagram shown in Section E as well as on the key subjects of early childhood education, school and training, and the labour market in terms of specific integration policy, the management process and the inter-agency cooperation was intensively discussed with the IFI.
- **Demand/Suggestion:** *The approach of goal-oriented and results-oriented management shall be explicitly shared. The previous integration concept did not sufficiently present citizens with enough information on the scale (How many children are there with and without a background of migration? Are there any comparative figures on the development of youth with a migration background participating in training? etc.).*
- ✓ **Implementation:** Sub-goals, indicators and target values have been supplemented and adapted based on the current integration policy debate. The updated and revised integration concept also contains additional relevant structural data and a variety of comparative figures as 'informative' data. For the masterplan, see Section B ('Quantifiable' participation – control through indicators and target values). While revising the integration concept, it is necessary

to examine the extent to which integration data relating to the request made by Hamburg Parliament to further develop Hamburg's budget (Official publication 21/9801) can be included in a separate specialised reporting system.

- **Demand/Suggestion:** *The policy-making strategies behind the 2013 Integration Concept are also not (always) transparent to citizens.*
- ✓ **Implementation:** In further developing the integration concept, the authorities and agencies have outlined the central policy strategies more clearly than ever before and identified them as such. A variety of best practice examples is intended to illustrate how these strategies are implemented. The integration concept, however, only serves as an extract (of integration policies) of the very comprehensive strategies and approaches existing for specific areas of policy and social spaces. The goal of state activities relating to integration policy is to further develop and interculturally open up the specific policy strategies that are part of regulatory systems and not just to provide temporary support to individual selected projects and measures.
- **Demand/Suggestion:** *Due to the special situation of newly arrived refugees, the integration concept is to be expanded using a three-phase model that includes the initial integration phase.*
- ✓ **Implementation:** The (initial) integration of refugees is a central focus of the updated concept. This is explained in Section A as well as in the individual subject-based chapters in Section C. At the heart of the concept, however, is still the goal to establish the equal

participation of all people with a background of migration.

- **Demand/Suggestion:** *The necessary budgets must be provided in the 2017/18 budget for the implementation of the integration concept.*
- ✓ **Implementation:** This has been ensured.
- **Demand/Suggestion:** *The integration policy of the urban quarters (including volunteering) and quarter management should be further strengthened.*
- ✓ **Implementation:** See Chapter V (Settling into society) and VI (Residing and living together in urban quarters) in Section C.
- **Demand/Suggestion:** *It was also suggested that the Expert Council of German Foundations on Integration and Migration (Sachverständigenrat deutscher Stiftungen für Integration und Migration) should be commissioned to prepare scientific advice and expertise on the integration concept.*
- ✓ **Implementation:** This has been implemented.

Appendix 2:

Examples of intercultural dialogue in the districts

District of Hamburg-Mitte – Ramadan-Pavillon St. Georg

The Ramadan Pavilion St. Georg was created five years ago as part of the federal programme 'Promote tolerance – strengthen skills (Toleranz fördern – Kompetenz stärken) and will continue to be supported through the current federal programme 'Live democracy!' (Demokratie leben!). Initially, a few Muslim communities teamed up to explain Ramadan (the month of fasting) to district residents in public spaces and then celebrated it together by breaking the fast together. The Ramadan Pavilion is a now major event venue with more than 1,000 residents visiting on a daily basis in 2017. Muslim, non-Muslim and non-religious institutions work together to create stage events and present their beliefs and values to the public.

Additional information on this topic can be found at:
www.hh-rp.de

District Hamburg-Mitte – Welcome's Höft von New Hamburg

Supported by urban quarter funds for Hamburg-Mitte, the Immanuelkirche Veddel church in the church parish of Hamburg-Ost and the Hamburg Schauspielhaus theatre unite long-time district residents and institutions with new immigrants, especially those refugees living in accommodations at 'An der Hafenbahn' and 'Schlenzigstraße'. The goal is to strengthen social participation and integration by providing diverse places to meet, joint events, projects and training courses. Project employees visit the housing accommodations on a weekly basis to invite individuals to visit them, to talk with them, to learn about ideas and needs, and to develop additional project ideas.

Additional information on this topic can be found at:
www.new-hamburg.de

District of Altona – Youth Dialogues in Rissen

Based on the initiative of the competent authorities for the management of social spaces and youth and family assistance, an idea was born at the beginning of 2016 to get youth with and without any refugee experience who live in housing in Rissen and the neighbouring area of Sülldorf to engage in discussions with 700 refugees, to motivate them to spend their free time together and to implement projects.

As part of the federal programme 'Welcome to friends' (Willkommen bei Freunden), the German Children and Youth Foundation (Deutsche Kinder- und Jugendstiftung) has pro-

fessionally supported the process and brought the 'Planen mit Phantasie' event management company on board for the youth participation process. Since then, a broad alliance of institutions including churches, youth centres, sports clubs, school campuses, district managers, housing facilities and housing groups has formed with the objective of aiding youth discussions and supporting youth to realise their visions for joint (leisure) offers for and in the district of Rissen. 'Jugenddialog-Rissen' independently plans on organising an education conference on the topic of 'Youth dialogue – how to spend free time in Rissen (Jugenddialog – Freizeit für Jugendliche in Rissen gestalten) itself.

District of Altona – International Women's Breakfast

Hosted by the Interkultureller Familienverbund e.V. in the district of Lurup and financed with resources for promoting district culture, the International Women's Breakfast (Internationales Frauenfrühstück) event which is held on a weekly basis is targeted towards Muslim women in great need for integration. Approximately 20 to 25 women who otherwise have little opportunity to speak German in everyday life have the chance to apply and improve their language skills in a relaxed atmosphere. Issues such as health, nutrition, child-raising/upbringing, the school system, pension and family conflicts are discussed. Practical everyday support is also provided in regard to questions relating to bureaucratic affairs, counselling centre services, cultural offers and leisure activities.

Even though the breakfast is predominantly informal in nature, its significance and impact should not be underestimated. Participants are empowered to become more confident through information and discussion. This also has a beneficial effect on their families and the neighbourhoods they live in, as they too act as facilitators/multipliers in their districts.

District of Eimsbüttel – International Street Party in Schnelsen-Süd

The International Street Party (Straßenparty International) shall take place for the 18th time in 2017 in open spaces and play areas on the street Vörn Brook in the south of Schnelsen. For those who know the festival, it is considered one of Hamburg's most diverse street festivals and gourmet events. The event focuses on providing culinary specialities, international live music, lots of games and activities, and chances to chat away with neighbours and friends. Numerous people from all generations and different cultural backgrounds come togeth-

er from the surrounding residential neighbourhood but also from the whole district. The street party is the urban quarter's annual highlight in its calendar of events. The festival is organised by employees of social institutions in Schnelsen-Süd as well as actively involved neighbours.

District of Eimsbüttel – Intercultural Meeting Centre am Tibarg 34

The District Office of Eimsbüttel has set up a temporary intercultural meeting centre in the vacant school located at am Tibarg 34. Supported by local institutions for open child and youth work, family assistance and health prevention, volunteer services are provided here. A diverse range of offers is provided in the building for refugees and other district residents, including, for example, an art studio with exhibition rooms and art classes, group cooking sessions in the former home economics institute's instructional kitchens, individual and group German lessons, a yoga class and childcare. The pride and glory of the project is the café 'Mittenmang' which is open three times a week. The project which brings a large number of events on 'living together in urban quarters' under one roof is financed, for one, using resources from the Hamburg Integration Fund.

District of Hamburg-Nord – Welcome to Barmbek

The Welcome Lounge at am Wiesendamm 30 has offered refugees a warm hospitable place to meet since July 2016. The facilities for the lounge are provided by the District Office Nord and Youth Welfare Service of Hamburg (Jugendhilfe Hamburg). The Welcome Lounge is a public place open to both new and old residents of Barmbek alike that has no rules when it comes to free time, education and consulting, and it also offers each and every visitor tea.

People of different cultures can meet here and make friends. Refugees can recharge their batteries, settle in, get advice and become active and take responsibility. A pre-arranged weekly programme from Sunday to Friday offering German courses, singing, relaxation exercises and three fixed dates for counselling provide the framework. Assistance is provided by two native speakers to people from Eritrea, in particular, on the topics of residency, German language courses, looking for accommodation, earning a living, work and education. Otherwise, German is the common language used.

Additional information can be found at:
www.welcome-to-barmbek.de/welcome-lounge

District of Hamburg-Nord – Buffet of Cultures

The Buffet of Cultures (Buffet der Kulturen) showcases a colourful combination of nations, religions, generations, social classes and cultural performances, and above all culinary

delights. The diversity of the participants who live in the district of Langenhorn is put on display for everyone to experience at this annual celebration where all participants bring their own dishes and mix and mingle with each other. The buffet is planned and organised in coordination with residents and social institutions. A visual artist from Fuhlsbüttel, Saeed Dasmalchian, came up with the idea and founded the cultural centre 'ella Kulturhaus Langenhorn' in 2008 as an active partner and skilled self-starter. The cultural centre is well connected. The concept was implemented with partners with a wide variety of professional experience as well as with established institutions and associations.

Residents are brought together not only for the buffet itself but also to prepare and organise it. The work undertaken together builds bridges and creates an environment of understanding that goes well beyond cultural differences. Small open planning groups, which oversee the stage events, PR work and the organisation of the buffet, meet several times during the year and have developed into small skilled units.

Additional information can be found at:
www.buffetderkulturen.de/Die_Idee.html

District of Wandsbek – in-house cultural services

The Syrian women's association 'Wir können' (We can) is an association of Syrian women living in Hamburg, some of which have been living in Germany for quite some time, but also in part since 2015. Openly accessible leisure activities in Arabic serve to reach refugee women and children living in housing accommodations. In addition to providing art, cultural, music and dance offers, the association's goal is to provide women with information about their rights, the values and norms in Germany, training and work processes, housing and work, etc. The Syrian women, who have been living in Germany for a longer period of time, are perceived as trustworthy, confident figures who can provide direction based on their own background of migration.

The offer is carried out in-house at accommodation located on am Elfsaal street in Jenfeld and is regularly visited by a larger number of participants.

District of Wandsbek – district dialogues

As part of the federal programme 'Live democracy! Against right-wing extremism, violence and hostility towards others' (Demokratie leben! Aktiv gegen Rechtsextremismus, Gewalt und Menschenfeindlichkeit), the district of Wandsbek has teamed up with the project 'Local partnerships for democracy in Wandsbek' (Lokale Partnerschaften für Demokratie in Wandsbek). District dialogues are held

within the scope of these local partnerships. Three district dialogues had already been conducted in Rahlstedt and Wandsbek-Kern as of June 2017. The district dialogue events are very popular and have a large turnout.

During district dialogues, old and new neighbours with and without a migration background have the opportunity to exchange views on the diversity of the population living side by side in the neighbourhood and new perspectives. Administrative representatives as well as politicians and members of civil society initiatives and associations also attend these events. The district dialogues provide opportunities for individuals to get to know each other and engage in lively discussions on how everyone can live side by side in harmony over the long term and how tolerance and respect can be preserved.

Additional information can be found at:

www.hamburg.de/wandsbek/erster-stadtteildialog-in-wandsbek

District of Bergedorf – The Bergedorf Dialogue of Cultures

The 'Bergedorf Dialogue of Cultures' (Bergedorfer Dialog der Kulturen) is a district event for encouraging participation and encounters that has worked closely with up to eight local autonomous migrant organisations since 2011. The Integration Advisory Council of Bergedorf (Bergedorfer Integrationsrat) has also helped to organise it since 2016. The event, which tackles the changing topics of integration, attracts an average of more than 120 participants a year, with 60 to 70 per cent of them having a migration or refugee background.

In the past few years, topics have included 'Neighbourhood cooperation', 'Intercultural parental involvement' 'Integration through sport' or 'Intercultural cooperation among senior citizens'. Voluntary interpreters and cultural mediators at the event make it possible for participants to contribute to the working groups in up to six different languages: German, Arabic, Dari/Farsi, Russian, Turkish or English.

Additional information can be found at:

www.bergedorf.de/dialog-der-kulturen.html

District of Bergedorf – Intercultural Film Evenings in Neuallermöhe

As a spin-off of the 'Intercultural Film Evenings in Lohbrügge' (Interkulturelle Filmabende Lohbrügge) district programme, the 'Intercultural Film Evenings in Neuallermöhe' (Interkulturelle Filmabende Neuallermöhe) held seven events in 2013 and 2014. During these evenings, a film relating to the countries where the migrants living in Bergedorf come

from was shown and then accompanied by a matching cultural programme and regional cuisine. The country-themed evenings were organised in close collaboration by working with the respective migrant communities in Bergedorf. Such countries of origin included Afghanistan, Turkey and Greece.

In 2016, the autonomous migrant organisation 'Miteinander in Bergedorf e.V.' took over responsibility for organising the evenings from the district office. The district as well as 'fördern und wohnen' now only participate as joint organisers. The film evening event, which was renamed 'Intercultural Film Evenings in Neuallermöhe', continues to provide a stage for intercultural encounters.

District of Harburg – Harburg Integration Conferences

The Harburg Integration Conferences (Harburger Integrationskonferenzen) have been held biannually since 2015. The Harburg Advisory Council for Integration and the Office for the Management of Social Spaces are responsible for organising it. People with and without a background of migration are invited to partake in the event which covers a wide variety of topics. From discussions held during the 'World Café' event to the provision of district information and panel discussions, to appearances made by prominent researchers of migration, this conference provides a setting for many stakeholders and interested parties from the district to get involved. With 80 to 100 participants regularly attending the Harburg Integration Conferences, it has become an institution for encounters and exchanges.

Additional information can be found at:

www.harburger-integrationsrat.de/aktuell/8-harburger-integrationskonferenz

District of Harburg – 'Evolving New Neighbourhoods Together'

As part of managing the urban quarters, the District Office of Neugraben of the Stadterneuerungs- und Stadtentwicklungsgesellschaft Hamburg mbH organised the first neighbourhood meet-up in Neugraben-Fischbek at the beginning of 2017. The event was held at the site of new secondary accommodation facility 'Am Röhricht' under the motto 'Evolving New Neighbourhoods Together' (Neue Nachbarschaften wachsen zusammen). Using a variety of offers, the event invited new and old residents of the district to come exchange ideas and get to know each other. The President of BASFI opened the neighbourhood festivities, which under good weather and with many visitors attending, represented a successful start for living together in the district.

Organising or participating in neighbourhood celebrations make up an integral part of the urban quarter management's annual planning responsibilities.

Appendix 3:

'We are Hamburg! Are you?' (Wir sind Hamburg! Bist du dabei?) umbrella campaign

Through the targeted umbrella campaign 'We are Hamburg! Are you?' (Wir sind Hamburg! Bist du dabei?), the Senate of Hamburg has been promoting integrating youth with a migration background into vocational training and degree programmes offered by the administration of Hamburg. The leading state institution Centre for Education and Further Training (Zentrum für Aus- und Fortbildung) works in close collaboration with other education and training authorities, such as the Authority for Internal Affairs and Sports (Behörde für Inneres und Sport, for police and fire brigade), the Tax Authority (Finanzbehörde, for tax administration) and the Judicial Authority (Justizbehörde, for the judiciary system, correctional facilities). Every year, the campaign provides more than 1,000 training and study placements with the departments of general administration, justice and tax administration as well as with the police and fire brigade. The campaign is thus one of the central and long-term

strategies set up for increasing the intercultural openness of the administration of Hamburg.

165 of the 961 trainees and students hired in 2016 have a background of migration. This meant that every sixth training or study placement could be filled accordingly, and that the recruitment percentage level from the previous year (18.1 per cent) could be closely maintained at 17.2 per cent, with a parallel increase of +126 per cent (previous year: 835) in the total number of training placements. The application rate reached its highest value yet at 21.4 per cent (previous year: 18.7 per cent). 2,134 of the overall 9,992 applicants had a background of migration. During the entire campaign, Turkey, Poland, Russia, Kazakhstan and Afghanistan were the main countries of origin of the applicants, in that order.

The following diagram shows the development over time:

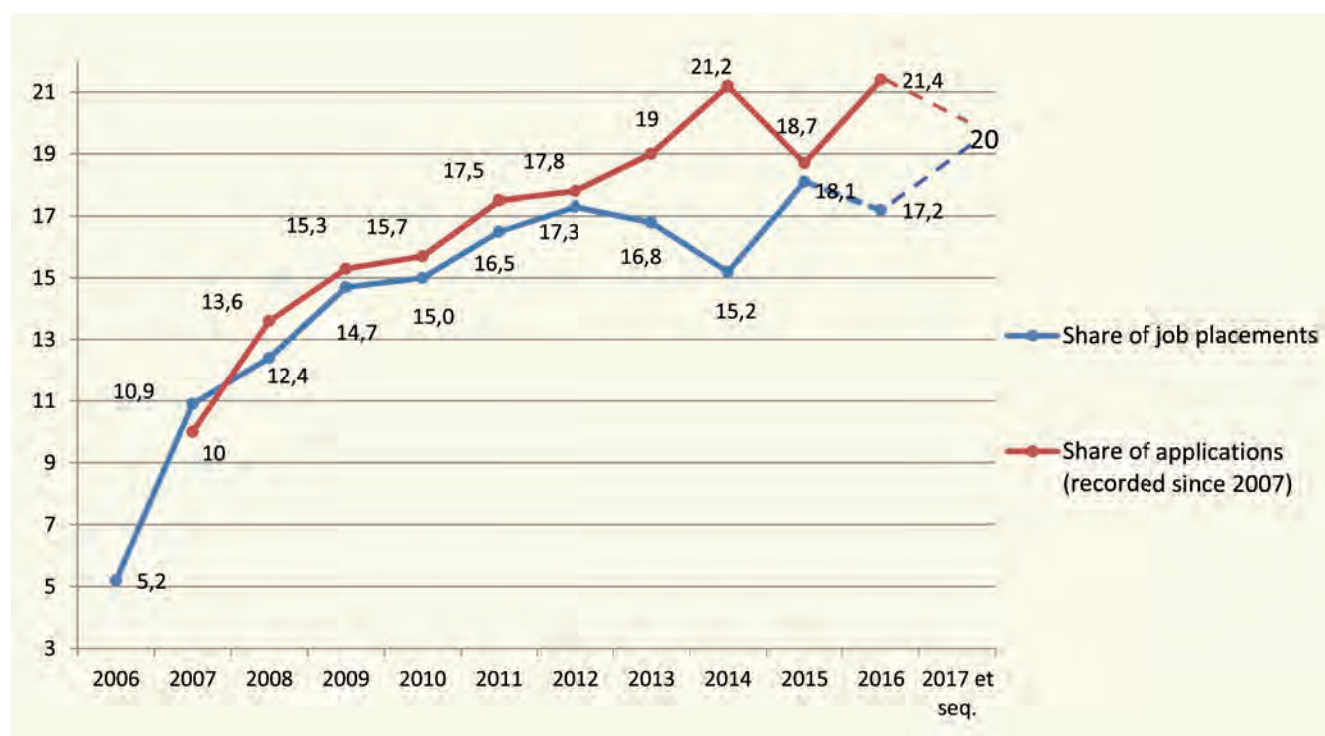


Figure 5

Source: Department of Human Resources

The success of the campaign, which is constantly being developed and adapted, is in essence due to a high number of interdependent measures and activities. The establishment

of good working relationships with migrant organisations and qualification providers right from the get-go was also crucial for the campaign's success.

List of abbreviations

abH	ausbildungsbegleitende Hilfen (Training support assistance)
ABO	Ausbildungs- und Berufsorientierung (Vocational training and career guidance)
AGG	Allgemeines Gleichbehandlungsgesetz (General Equal Treatment Act)
Alpha	Alphabetisierungsklasse (Literacy class)
ALQ	Arbeitslosenquote (Unemployment rate)
AMD	Arbeitsmedizinischer Dienst (Occupational medical service)
AI	Amt für Arbeit und Integration (Office for Labour and Integration)
AöR	Anstalt öffentlichen Rechts (Public institution)
AsA	assistierte Ausbildung (Assisted training)
ASM	Arbeitsgemeinschaft Selbstständiger Migranten e.V.
AsylIG	Asylgesetz (Asylum Act)
AvDual	dualisierte Ausbildungsvorbereitung (Dual training preparation)
AvM Dual	dualisierte Ausbildungsvorbereitung für Migranten (dual training preparation for migrants)
BAMF	Bundesamt für Migration und Flüchtlinge (Federal Office for Migration and Refugees)
BASFI	Behörde für Arbeit, Soziales, Familie und Integration (Authority for Labour, Social Affairs, Family and Integration)
BEF	Betreuungseinrichtung für Flüchtlinge (Care facility for refugees)
BGV	Behörde für Gesundheit und Verbraucherschutz (Authority for Health and Consumer Protection)
BHFI	Bündnis Hamburger Flüchtlingsinitiativen (Hamburg Alliance of Refugee Initiatives)
BIS	Behörde für Inneres und Sport (Authority for Internal Affairs and Sports)
BMFSFJ	Bundesministerium für Familie, Senioren, Frauen und Jugend (Federal Ministry for Family Affairs, Senior Citizens, Women and Youth)
BQ	Berufsqualifizierung im Hamburger Modell (Vocational qualification in the Hamburg model)
BSB	Behörde für Schule und Berufsbildung (Authority for Schools and Vocational Training)
BSW	Behörde für Stadtentwicklung und Wohnen (Authority for Urban Development and Housing)
BuT	Bildungs- und Teilhabepaket (Education and Participation Package)
BVB	berufsvorbereitende Bildungsmaßnahmen (vocational preparatory programmes)
BVJ-M	Berufsvorbereitungsjahr Migranten (vocational preparatory year for migrants)
BWFG	Behörde für Wissenschaft, Forschung und Gleichstellung (Authority for Science, Research and Equalities)
DaF	Deutsch als Fremdsprache (German as a foreign language)
Drs.	Drucksache (official publication)
DSD	deutsches Sprachdiplom (German language certificate)
EA	Erstaufnahmeeinrichtung (Initial reception facility)
EKiZ	Eltern-Kind-Zentrum (Parent-Child Centre)
eLB	erwerbsfähige Leistungsberechtigte (employable beneficiaries)
EOK	Erstorientierungskurs (Initial orientation course)
EQ-M	Einstiegsqualifizierung für Migrantinnen und Migranten (Entry-level qualification for migrants)
ESF	Europäischer Sozialfonds (European Social Fund)
FbW	Förderung der beruflichen Weiterbildung (Promotion of Continuing Vocational Education)
ESA	erster allgemeinbildender Schulabschluss (Primary school leaving certificate)
FHH	Freie und Hansestadt Hamburg (Free and Hanseatic City of Hamburg)
FS	Amt für Familie (Office for Family Affairs)
f & w	fördern und wohnen AöR
CEFR	Common European Framework of Reference for Languages
HAP	Hamburger Ausbildungsprogramm (Hamburg training programme)
HAW	Hochschule für Angewandte Wissenschaften (Hamburg University of Applied Sciences)
HCU	HafenCity Universität Hamburg (HafenCity University of Hamburg)
hei	Hamburgische Existenzgründungsinitiative (Hamburg Business Start-up Initiative)
HfbK	Hochschule für bildende Künste (University of Applied Sciences Fine Arts)
HfMT	Hochschule für Musik und Theater (College of Music and Theatre)
HIBB	Hamburger Institut für Berufliche Bildung (Hamburg Institute for Vocational Education and Training)
HmbABQG	Hamburger Gesetz über die Anerkennung ausländischer Berufsqualifikationen (Hamburg Law on the Recognition of Foreign Professional Qualifications)

HmbSenMitwG	Hamburgische Seniorenmitwirkungsgesetz (Hamburg Law for the Participation of Senior Citizens)
HÖB	Hamburger Öffentliche Bücherhallen (Hamburg public libraries)
HSB	Hamburger Sportbund (Hamburg Sports Federation)
IFB Hamburg	Hamburgische Investitions- und Förderbank.
Ifbq	Institut für Bildungsmonitoring und Qualitätsentwicklung (Institute for Educational Monitoring and Quality Development)
IFI	Initiativen für erfolgreiche Integration (Initiatives for Successful Integration)
IKB	Interkulturelle Beratungsstellen (Intercultural Counselling Centres)
ILO	International Labour Organisation
IVK	Internationale Vorbereitungsklasse (International preparatory class)
JA	Jugend- und Familienhilfe (Youth and family assistance)
JBA	Jugendberufsagentur (Youth Employment Agency)
Kita (day-care facility)	Kindertagesstätte (day-care facilities)
KVH	Kassenärztliche Vereinigung Hamburg
LEB	Landesbetrieb Erziehung und Beratung (State Authority for Education and Counselling)
Lenkungsgruppe örU	Lenkungsgruppe 'Integration öffentlich-rechtliche Unterbringung (örU) und Zentrale Erstaufnahme (ZEA) in die gesamtstädtische Flächenverwertung und Planung' (Steering committee for 'Public housing facility [örU] and Central Initial Reception Facility [ZEA] integration in the overall urban land use and planning')
LI	Landesinstitut für Lehrerbildung und Schulentwicklung (State Institute for Teacher Education and School Development)
LZPB	Landeszentrale für politische Bildung (State Centre for Political Education)
MSA	mittlerer Schulabschluss (Intermediate school leaving certificate)
OKJA	offene Kinder- und Jugendarbeit (Open child and youth work)
örU	öffentlich-rechtlichen Folgeunterbringungen (secondary public housing facilities)
ÖRA	öffentliche Rechtsauskunft (Public Legal Information Office)
QMM	'Quartiersmanagement' (urban quarter management) software for the administration of accommodation facilities for refugees
RISE	Rahmenprogramm Integrierte Stadtteilentwicklung (Integrated Urban Development Framework Programme)
SGB	Sozialgesetzbuch (Social Security Code)
SIZ	Schulinformationszentrum (School information centre)
SR	Sozialraummanagement (Management of social spaces)
steg	Stadterneuerungs- und Stadtentwicklungsgesellschaft Hamburg mbH
SVR	Sachverständigenrat deutscher Stiftungen für Integration und Migration (Expert Council of German Foundations on Integration and Migration)
TNT	Teilnahmetage (Participant days)
TUHH	Technische Universität Hamburg-Harburg (Technical University of Hamburg)
UE	Unterrichtseinheiten (teaching units)
UHH	Universität Hamburg (University of Hamburg)
UKSM	Unterkunfts- und Sozialmanagement (Housing and social management)
UMA	unbegleitete minderjährige Ausländer (unaccompanied foreign minors)
UoG	Unternehmer ohne Grenzen e.V.
UPW	Unterkünfte mit der Perspektive Wohnen (Accommodations for those with prospects of being placed in social housing)
VHS	Volkshochschule (Adult education centre)
VJ-M	Vorbereitungsjahr Migranten (preparatory year for migrants)
WeGeBAU	Weiterbildung Geringqualifizierter und beschäftigter älterer Arbeitnehmer in Unternehmen (Continuing vocational education and training for low-skilled and older workers in companies)
W.H.S.B	Weiterbildung Hamburg Service und Beratung gGmbH
W.I.R	Work and Integration for Refugees
WUK	Wohnunterkunft (Housing accommodation)
ZAA	Zentrale Anlaufstelle Anerkennung (Head Office for Accreditation)
ZAF	Zentrum für Aus- und Fortbildung (Centre for Education and Further Training)
ZKF	Zentraler Koordinierungsstab Flüchtlinge (Central Coordination Office for Refugees).

