



Resilience: Housing and Integrating Refugees in Hamburg

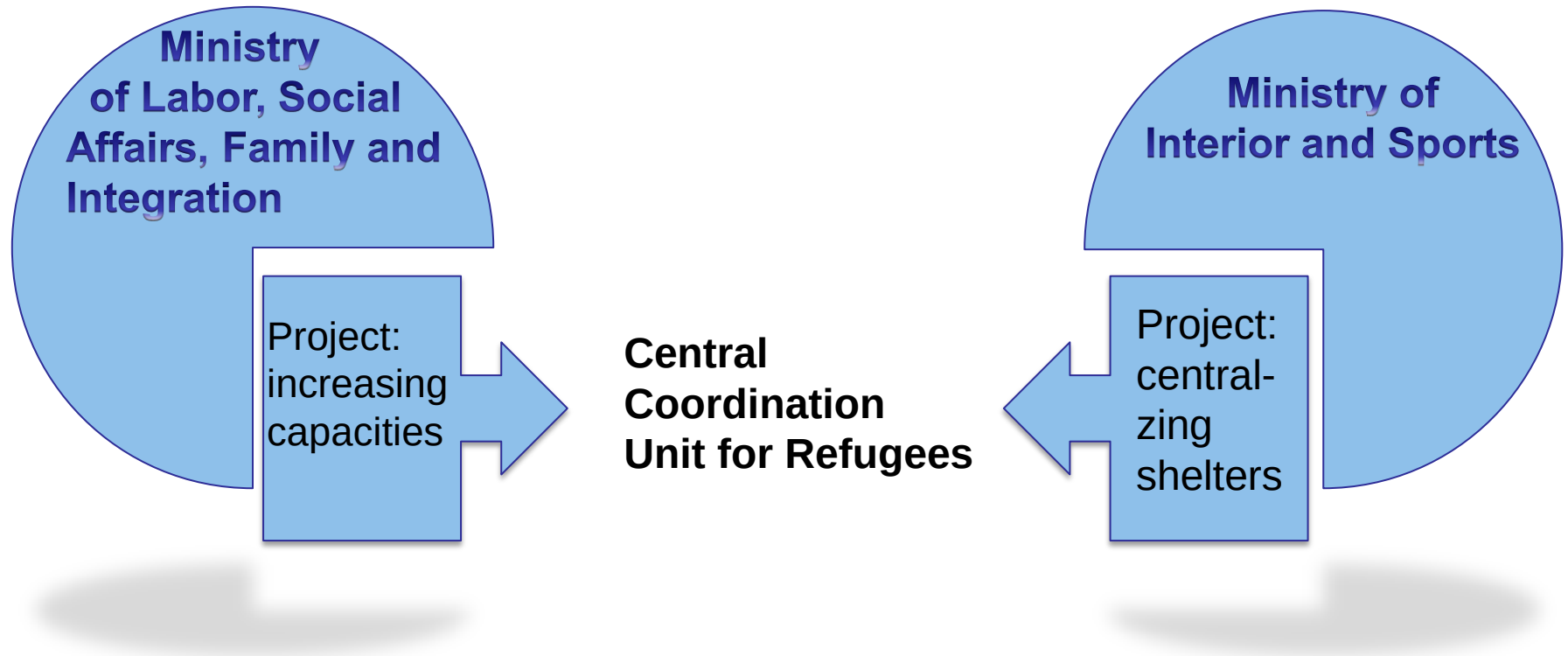
Anselm Sprandel

Head of the Central Coordination Unit for Refugees

City of Hamburg

April 2018

Who we are



- Sets up housing units for refugees
- Prevents homelessness
- Participated in updating Hamburg's „Integration Concept“



Coordinates, or is involved in:

- Volunteer work in initial shelters
- First-step integration measures in initial shelters (German language, kindergarten, etc.)
- Citizen participation and information events
- Mediation and conflict resolution in shelters

Europe, Germany and Hamburg



Hamburg and its Metropolitan region



- Governed by a coalition, Social Democrats Party and Greens (2015-2019)
- Federal Republic of Germany: 16 states
- Two other city states : Berlin + Bremen
- Other 13 states have much more **space!**

- Yes, it is Germany's most beautiful city
- 1.85 million people live here



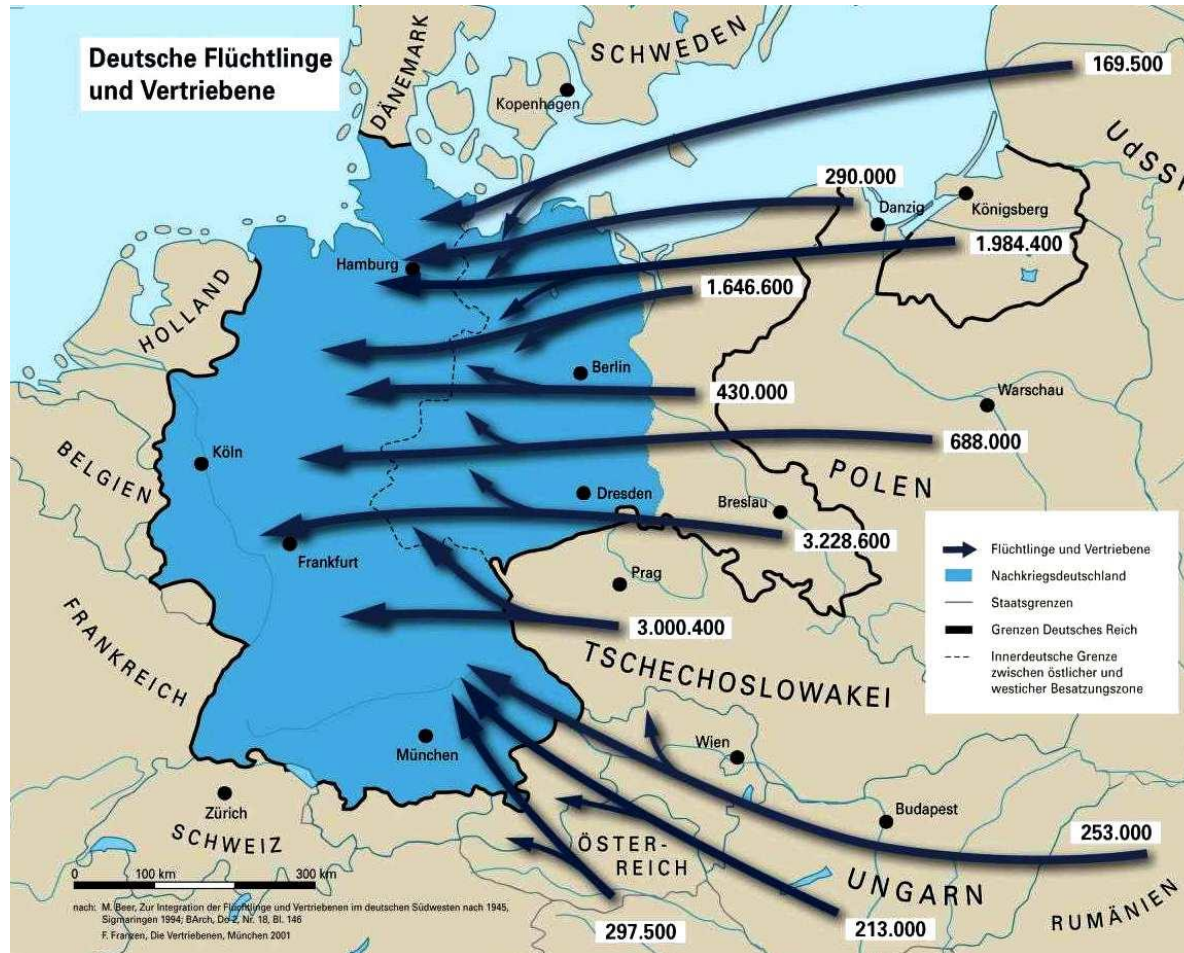


Hamburg – a European city



Germans and the refugee trauma of 1945

- Main refugee routes to Germany after WW II
- My grandfather came from eastern Pomerania



Germans fleeing from East to West, 1945



Waiting for a train to take them to safety in the West, 1945



Survival agriculture, Reichstag (parliament), Berlin 1945



- Undernourished kids and C.A.R.E food packages from the USA
- 10 million such packages were sent to Germany from 1946-1960
- C.A.R.E. („Cooperative for American Remittances to Europe“)



- Housing refugees in „Nisse huts“, 1945
- Huts designed by Canadian engineer Nisse for the military during WW I



Hamburg after WW II

- Up to 14,000 people lived in „Nisse huts“ in Hamburg
- Or in bunkers, cellars, ruins, etc.



- Living in a bombed house, 1945-1949

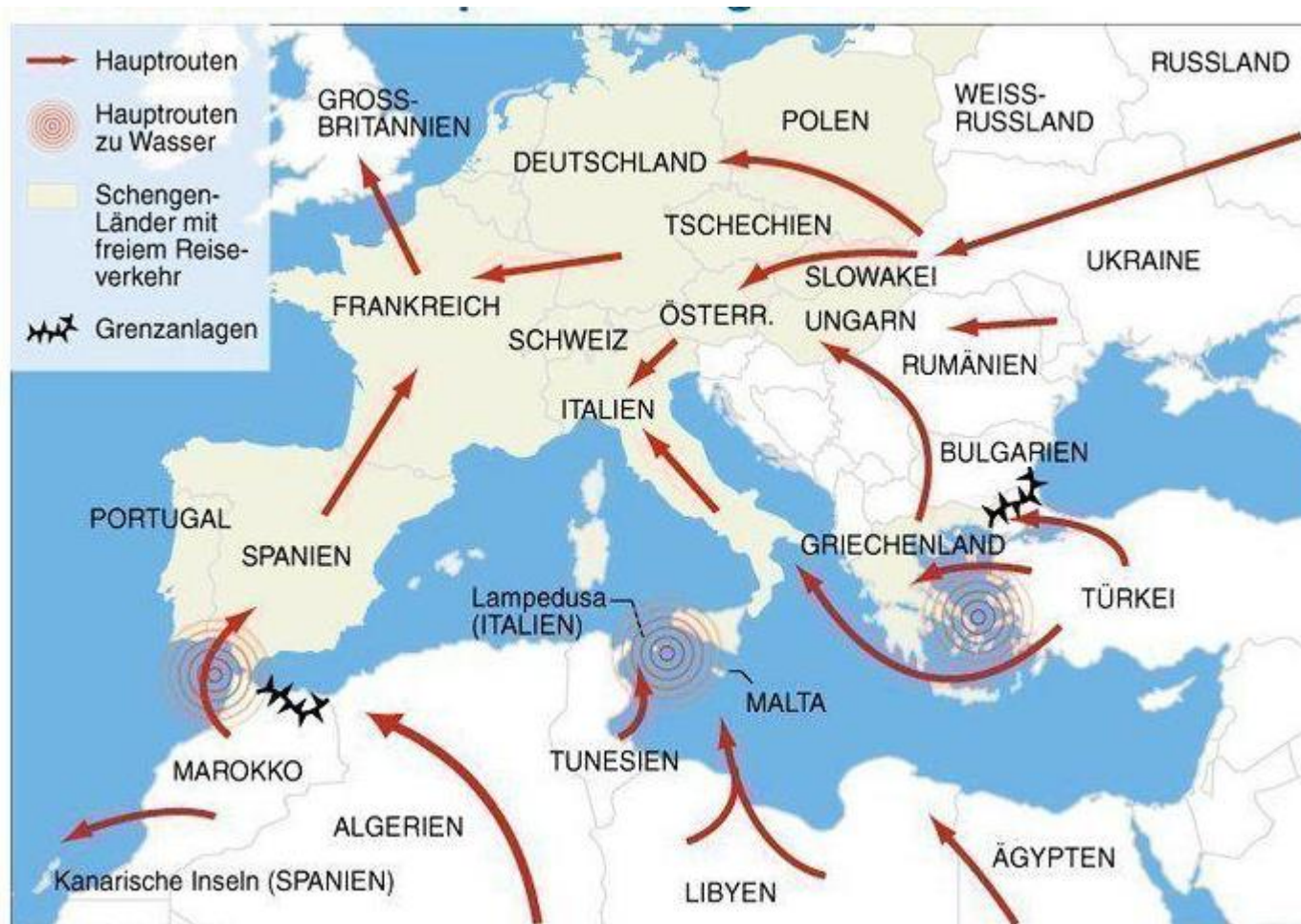


Root of welcoming culture

- Today, almost every German family has a personal refugee story

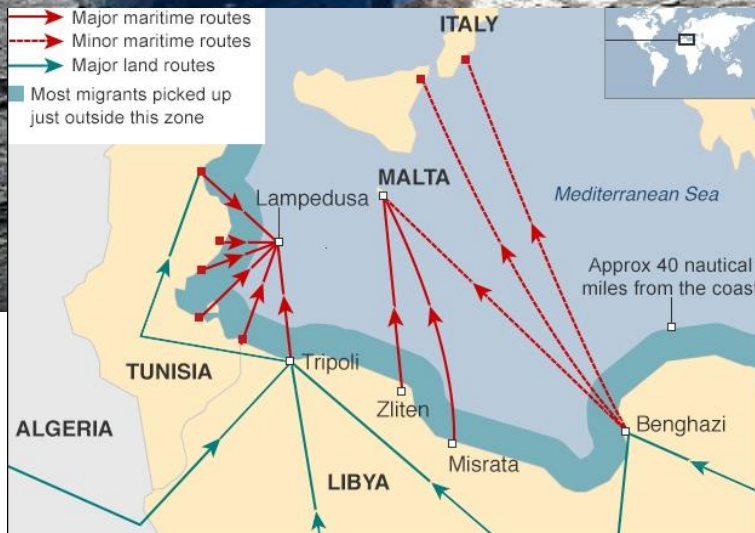


2018: Main refugee routes to Europe



Sources: Frontex, UNHCR

Southern Mediterranean route: Libya → Italy



Refugees coming from Libya

Eastern Mediterranean route: Turkey → Greece



Refugees land in Greek island of Lesbos, 2016

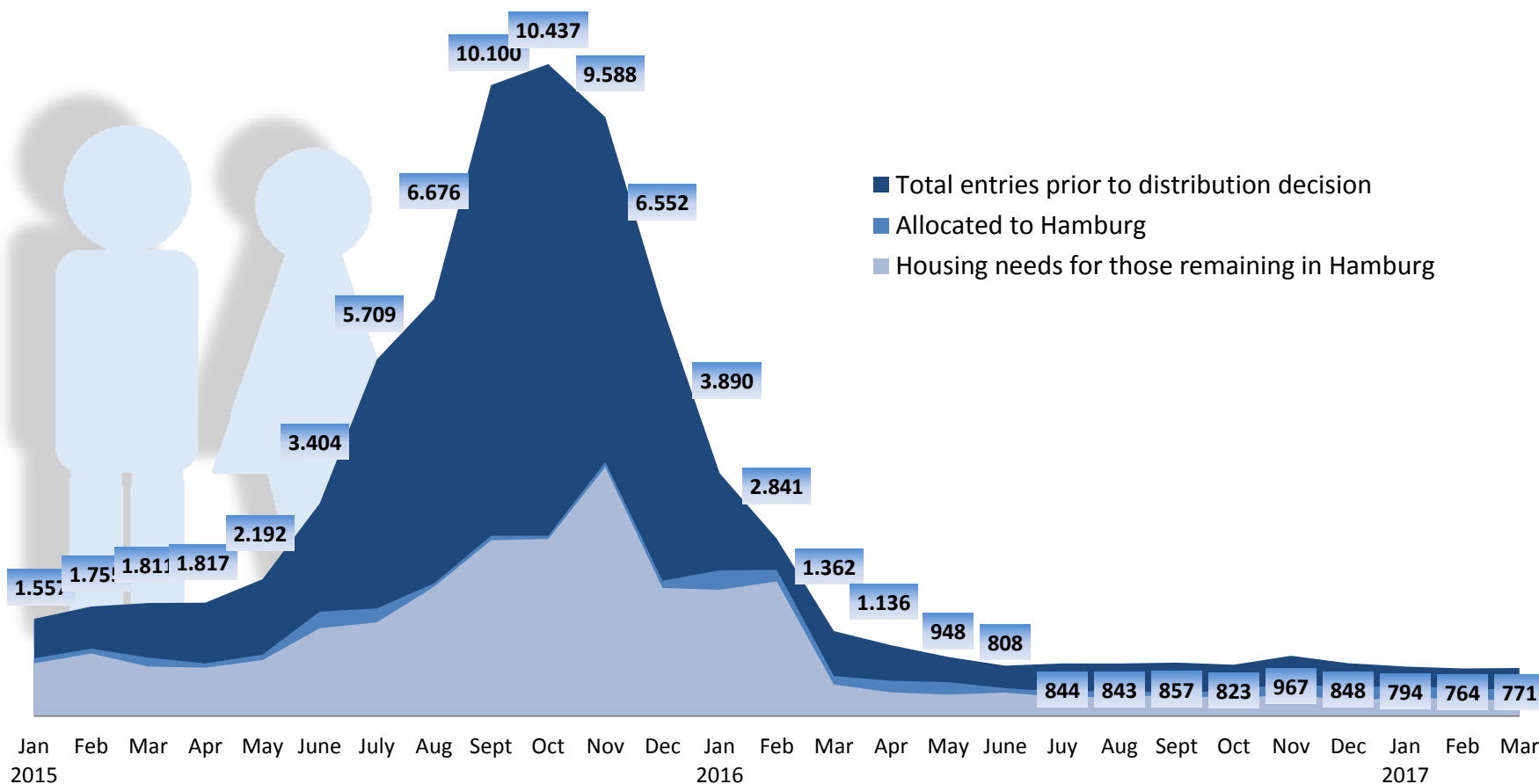


Balkan route: Turkey → Greece → Germany

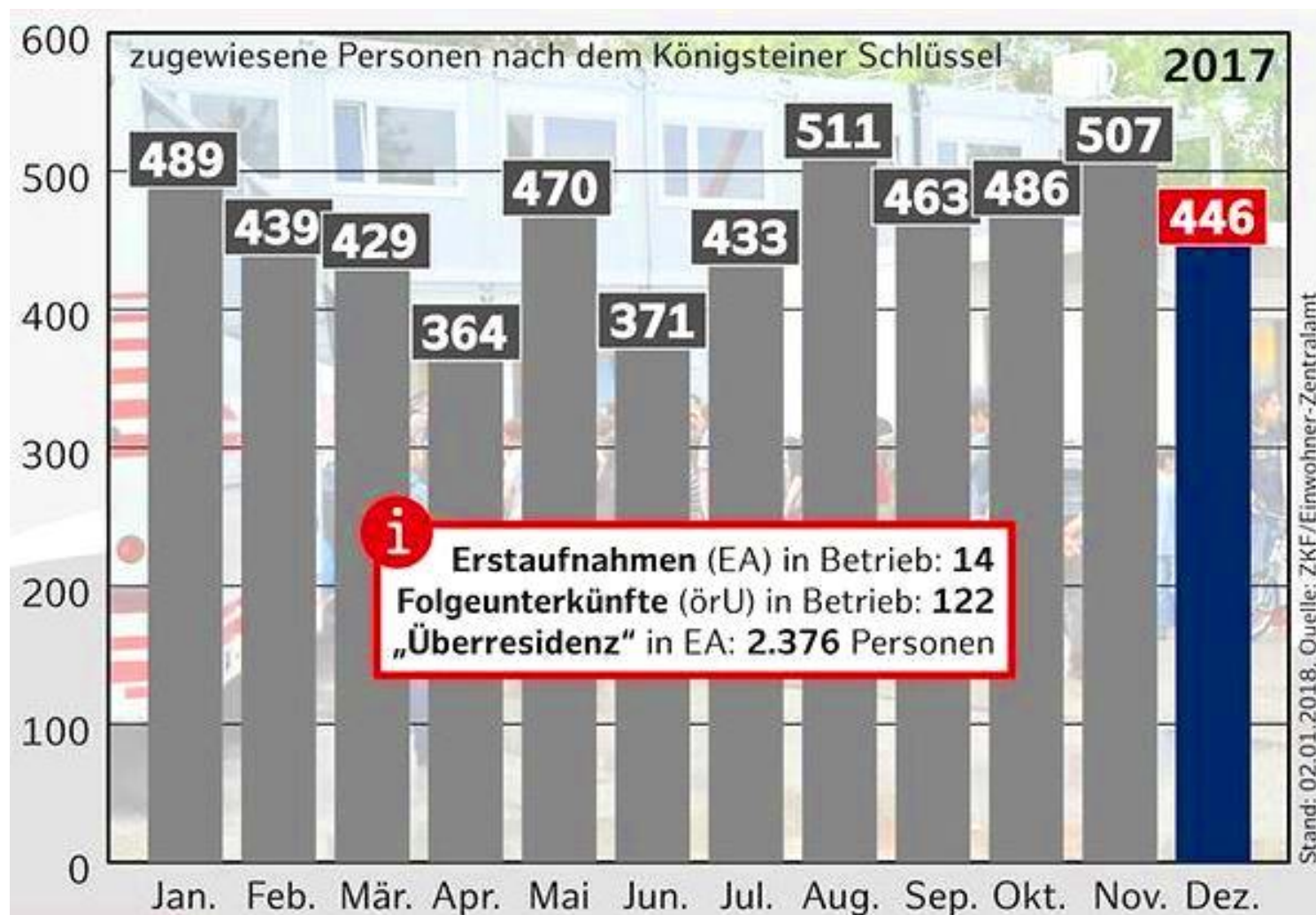
- Refugees took trains and busses
- Or they walked and walked...



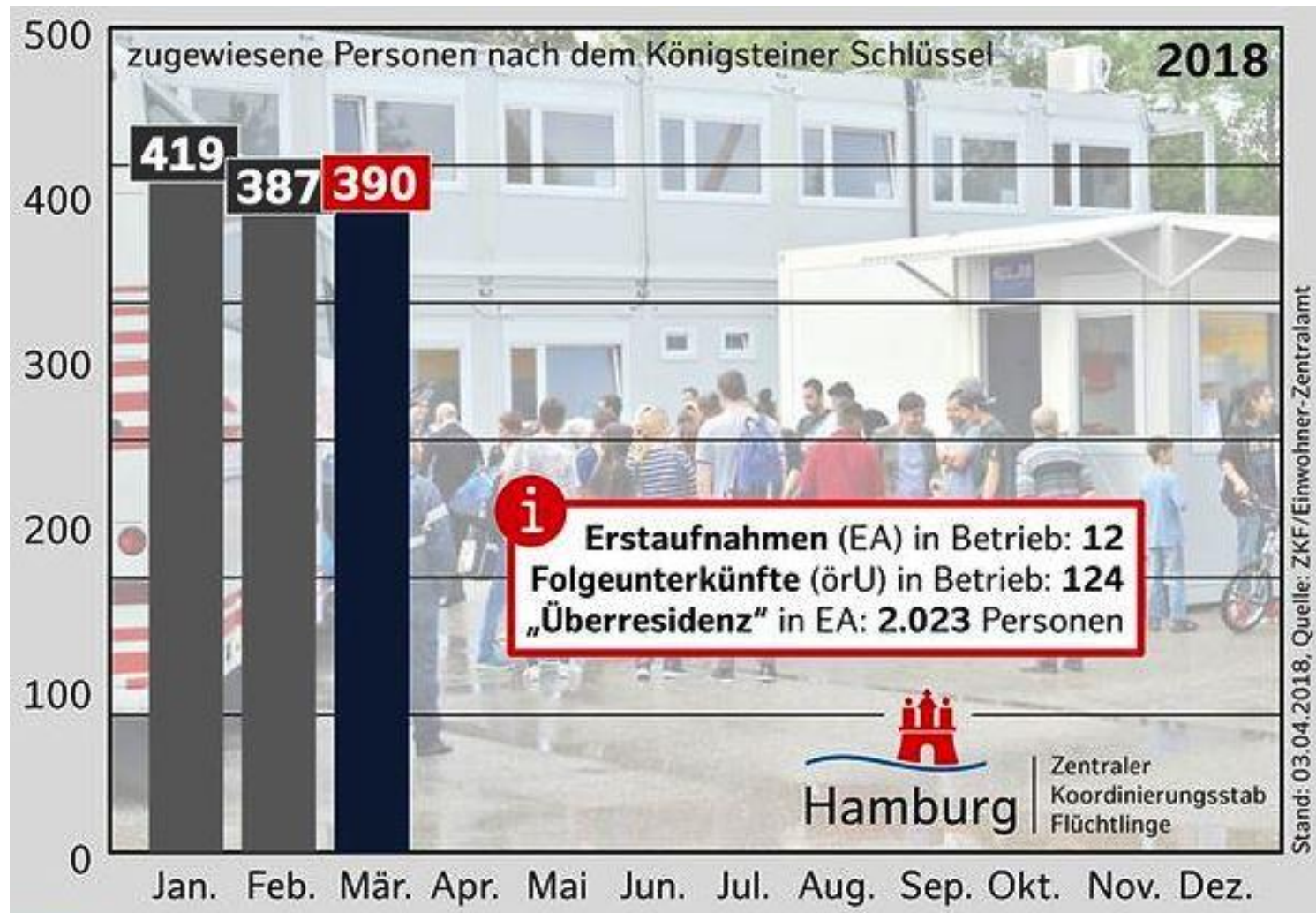
Refugees entering Hamburg, Jan 2015–March 2017



Refugees assigned to Hamburg, Jan–Dec 2017



Refugees assigned to Hamburg, Jan–March 2018



Residents in initial shelters

	End March 2018
Initial shelters in Hamburg	12
Refugees living there	3,638

Plus ~ 1,000 beds in reserve!



Residents in public housing

	End March 2018
Public housing units in Hamburg	124
Refugees living there	24,978
Homeless living there	4,649



Refugees in Hamburg, end March 2018

3,638 refugees in initial shelters
24,978 refugees in public housing
4,649 homeless in public housing

33,265



„Precarious“ initial shelters

At height of crisis end 2015



„Pricarious“ initial shelters

Germany army helped build camps



„Pricarious“ initial shelters



Papenreue, July 2016, just before closure

„Precarious“ initial shelters



Aeration system, Papenreye, just before closure in July 2016,

1- Initial Shelter („Erstaufnahme Einrichtung“)

2- Public Housing („Öffentlich-rechtliche Folgeunterkunft“)

3- Normal housing market

- Intensive-care: 65 refugees per social worker
- First integration measures (language, etc.)



Initial shelters

- Canteen
- No private kitchen
- No private bathroom



Initial shelters – High-quality containers



Schmiedekoppel, opened July 2016

Initial shelters – High-quality containers



Vogt-Köln-Str

- Modular housing units
- Containers
- Houses
- Ships
- High-quality apartment buildings

- Intensive-care: 80 refugees per social worker
- Several rooms per flat or house
- 2 refugees per room
- Private kitchen and bathroom



Public housing – Modular system



Notkestrasse

Public housing– Modular system



Röhricht

Public housing – modular system



Notkestrasse



Public housing – container apartments



Paul-Sorge-Strasse, closed August 2017

Public housing – Houses in planing



Hohe Sasel neighborhood

BAUVORHABEN MODULHÄUSER • ÖSTLICHES HOHENSASEL				
Bezirk Wandsbek • Gemarkung Sasel • Flurstücke 10055, 10056, 4293, 4294				
BAUHER	f.ä.w. Erdem und wohnen AG Grüner Deich 17 • 20077 Hamburg Telefon: 040 / 42 83 5-3414 Telefax: (040) 42 83 5-3288			BEZEICHNUNG EN
ARCHITEKT	GDR Architekten • GdR Rückner Rückner PartGmbH Amoldtsstr. 68 • 22763 Hamburg Tel 040 / 3990 85 05 • Fax 040 / 3990 85 07			GEZEICHNET
BEARBEITUNGSSTAND VORENTWURF			DATUM	PLANNUMMER
			G2R	05.10.2016
				A-PERSP-V08
ZEICHNUNG			MAßSTAB	
PERSPEKTIVE			1:100	

Public housing – Ship



„Transit“, Hamburg-Harburg

Public housing – apartment buildings

- Private kitchen + bathroom
- Kindergardens
- Social workers



Mittlerer Landweg

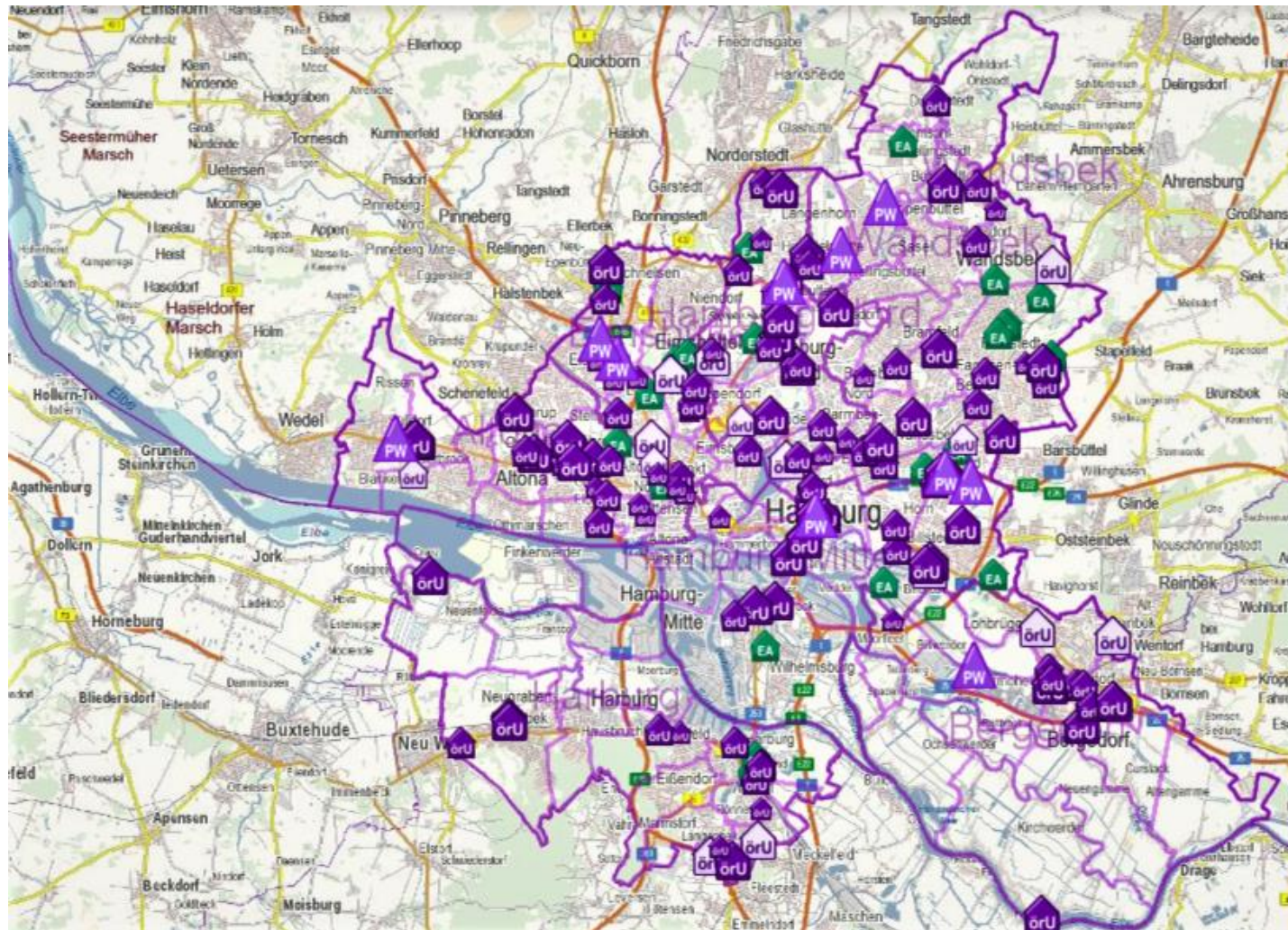
- Privately funded
  - 15 years for up to 300 refugees
  - then social housing, 15 to 30 years (according to how much subsidies the investor received)
  - then investor is free to rent or sell
- ➔ Economical because high quality and long-term

Public housing – apartment buildings



Mittlerer Landweg

Distribution of refugees – as fair as possible



<http://www.hamburg.de/fluechtlinge-unterbringung-standorte>

ONE „Arrival Center“ for all refugees

- „Arrival Center“ and initial shelter, in Rahlstedt neighborhood
- Operational since Sept 2016
- Processing capacity: 400 refugees per day



ONE „Arrival Center“ for all refugees

- Initial shelter in „Arrival Center“, in Rahlstedt neighborhood



Citizen Participation – Project „Finding Places“

- Workshops with people from each of Hamburg's 7 districts
- Citizens suggested areas for housing refugees



- <https://findingplaces.hamburg/>

© Walter Schießwohl

Results:

- 161 suggested areas analyzed by authorities
- 3 areas are being realized (for 624 refugees)
- 5 areas in reserve (for 688 refugees)

Software developed with the MIT, USA

- Involve civil society groups in the city's 7 districts to update Hamburg's integration concept.
- Example of event in district of Eimsbüttel, Jan 2017:



www.hamburg.de/integration/service/115238/integrationskonzept/

PARTNER: District authorities („Bezirke“)

7 districts, each with an elected mini-parliament:

- Integration on a local level
- Coordination of NGO work
- Job qualification trainings
- Access to sport clubs
- Cultural activities: music, theater, cooking, etc.
- Trauma therapies



- Housing company owned by state of Hamburg
- Manages ~140 shelters and homes for refugees and homeless
- Counseling of refugees
- Activities: first language classes, temporary kindergardens, courses on democratic values in an open and free society
- <http://foerdernundwohnen.de/>



Asset and project manager, owned by state of Hamburg:

- performs tenders
- rents buildings for the city
- coordinates construction projects of refugee shelters and homes
- www.sprinkenhof.de



PARTNER: Coalition of Refugee Aid Initiatives in Hamburg (BHFI)

- BHFI represents ~110 groups and NGOs
- Helps and guides refugees in all walks of life
- <http://bhfi.de/>



- Set up the fund „Refugees & Volunteers“ to financially support projects – together with more than 20 other foundations and private donors
- Activities promoting integration: Cultural events, etc.
- Networking between refugees and neighbours
- Volunteer work: assist refugees in dealing with authorities, etc.
- <http://www.buergerstiftung-hamburg.de/>



BürgerStiftung
Hamburg

BHFI asked for an ombudsperson

Annegrethe Stoltenberg, a priest, since July 2017.



Language: Activist from NGO „Meindorf Hilft“ teaches German, Meiendorf neighborhood, June 2016.



Donations 2015/2016: food, clothing, toys, bicycle, etc.



Get together: talk + practice German, cooking, etc.



Get together: Xmas 2017 in refugee housing, HafenCity.



- City signed „Citizen Agreements“ with NGO network „Hamburg für better Integration“ (HGI)
- Represented in 14 neighborhoods
- Goal of deal: Prevent referendum on refugee shelters



www.gute-integration.de/

www.ifi-hamburg.de/

Main points of „3 X 300 formula“:

- By end 2019, max **300 refugees** live per public housing site
- Every new site is built for max. **300 refugees**
- Max. **300 accomodation sites** in all of Hamburg

Note: Deal is obsolete if refugee numbers skyrocket!

Full agreement: <https://www.buergerschaft-hh.de/ParlDok/dokument/53721/konsens-mit-den-initiatoren-der-volksinitiative-%E2%80%9Ehamburg-f%C3%BCr-gute-integration%E2%80%9C.pdf>

- A quota to distribute refugees as fair as possible in neighborhoods all over Hamburg.

See agreement:

<http://www.hamburg.de/zkf-aktuelles/8492030/schluessel-fuer-gerechtere-verteilung-von-fluechtlingsunterkuenften-in-hamburg-vorgestellt/>

<https://www.gute-integration.de/2017/04/05/stadt-und-volksinitiative-hamburg-fu-r-gute-integration-einigen-sich-auf-einen-hamburger-verteilungsschlus-sel-fu-r-flu-chtlingsunterku-nfte/>

~ 300 new refugees need to be housed in Hamburg every month.

➔ ~ 3,600 per year

In line with the „Königstein“ quota system, Hamburg gets **2.52 %** of the refugees entering Germany.

Family reunification: ~ 1,500 people to join family members who came as refugees to Hamburg.



3,600 new refugees
+ 1,500 family reunification
= 5,100 new refugees in Hamburg



- 2,500 beds in reserve, like in „precarious shelter“ Geutensweg
- Reasons: Wars, political instability and/or poverty in Russia, Afghanistan, Iran, Turkey, Middle East, North Africa, Sub-Saharan Africa



THE challenge: Integration



Integration curve



Ministry of Labor, Social Affairs,
Family and Integration

hamburg.de/integrationskonzept



Successful integration only when all actors interact:

- Refugees themselves
- Integration Council (on state and district level)
- Migrant organizations
- Civil society, volunteers
- Public institutions on local, regional and national levels

1- What authorities do:

- Intercultural opening of all state institutions
- Reduction of structural discrimination in all walks of life
- Everyone participates equally in central areas of society

- 33% of Hamburg citizens have a migration background
- New „Hamburger“ with their naturalization certificates



Reality of a multi-cultural society

- 50% of under 18 have a migration background



- Campaign: „We are Hamburg! Are you with us?“



The advertisement features a group of diverse young people, including a firefighter, a police officer, and several students, smiling and posing in front of a cityscape. The text is in German and promotes training and study opportunities in various Hamburg departments.

Senat der Freien und Hansestadt Hamburg
Personalent

Hamburg bildet aus!
Ausbildung und Studium bei der Allgemeinen
Verwaltung, Steuerverwaltung, Justiz, Polizei,
Feuerwehr und beim Strafvollzug
Jetzt bewerben!

Wir sind Hamburg! Bist Du dabei?

Für mehr kulturelle Vielfalt in der hamburgischen Verwaltung

Mehr Infos unter: www.hamburg.de/bist-du-dabei

 Hamburg

Results:

- Intercultural trainings for staff
- Trainees with migration background up from 5,2% (2006) to 18,1% (2015)
- Employees with migration background up from 8,9% (2008) to 13% (2016)

Goal: Public sector reflects society's cultural diversity



2- What immigrants do:

- Learn German
- Accept legal and social order: constitution, values
- Will and competencies to stand on their own economically

- About 80% of children under 3 are in kindergardens



Indicator – Language

	2014	2015	2016	Goal 2018
Percentage of people with migration background who pass the B1 language test	56,9 %	60,5 %	58,5 %	> 60%



International Preperation Classes

- At least one year, to learn German
- Then distributed to classes with Germans
- Example: Gymnasium Oberalster



Indicator – High School

	2014	2015	2016	Goal 2018
Percentage of high school graduates with a migration background	39,7 %	41,1 %	45,8 %	46 %

Comparison: 59.5 % of German nationals with no migration background got a high school degree in 2016.

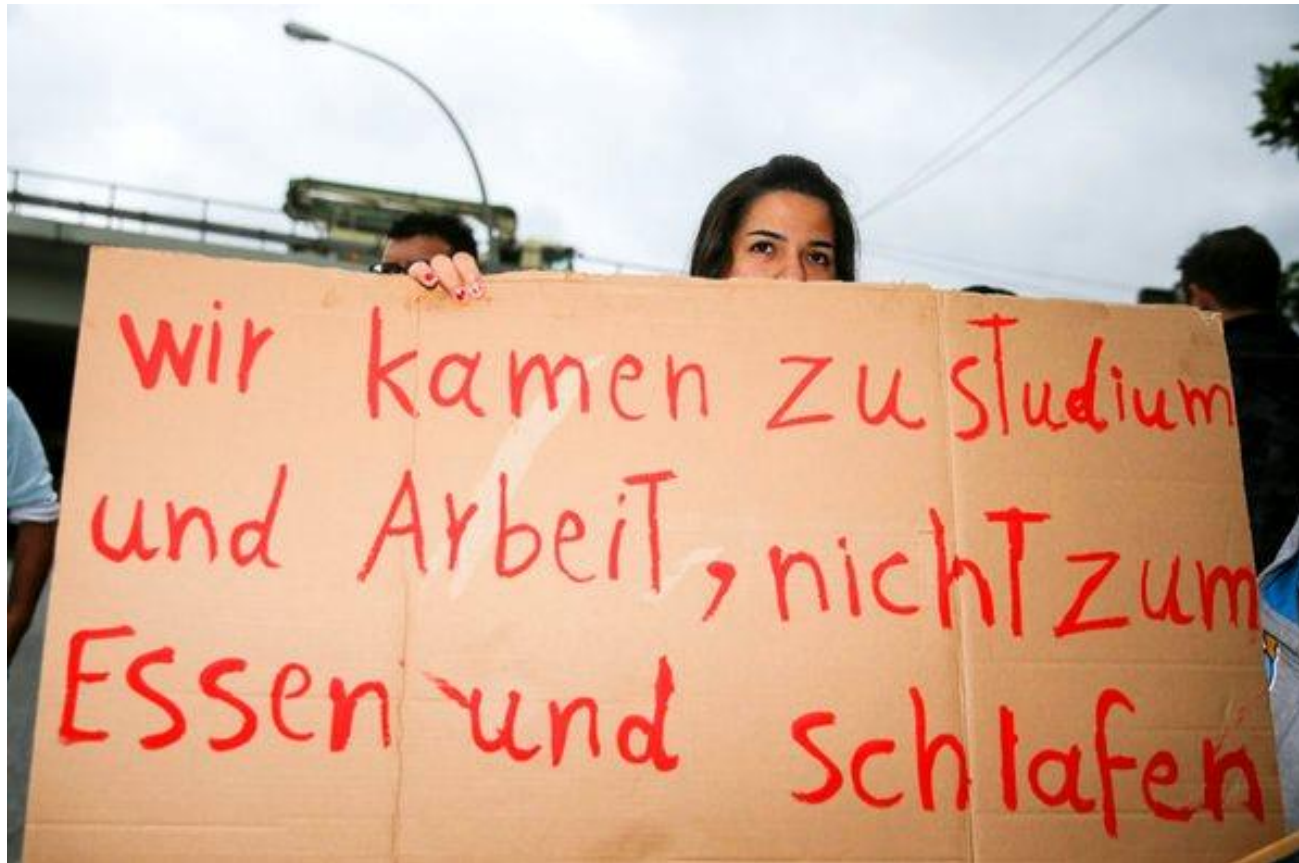
- Retired judge Günter Stello teaches refugees about constitution and democracy, November 2016



- Not negotiable: Separation of powers, rule of law, state neutrality in religious issues, gender equality, child rights, etc.
- Whoever breaks the law will be held accountable



„We came here to study and work, not to eat and sleep.“



- Apprenticeships, trainings
  - Unique in Germany: Dual education system (school + work)
- ➔ Then into the workforce



- Job profiling
- Job market guidance
- Guidance for German language courses
- Psychological support
- <http://www.hamburg.de/wir/>

	2014	2015	2016	Goal 2018
Employment rate of people with a migrant background	64,7 %	65,1%	63,0%	> 65%



In memory of a special migrant

- Hamburg commemorates deceased street sweeper
- Names square after "**Yüksel Mus**", a Turkish migrant
- Mr. Falko Droßmann, head of the Hamburg district Mitte, at the commemoration ceremony, Sept 2017



„Ali's Organic Corner“, district of Altona



... in coping with ~ 35,000 refugees since mid-2015?

Tactics to master a logistical nightmare:

- Applied legal possibility, § 246 in the Building Code (Baugesetzbuch): a special regulation allowing to build in times of crisis in industrial and in other non-residential areas
- We could immediately build temporary refugee housing units, although the development plan for a specific area envisaged a different use

Why is Hamburg resilient...

- Unlike the city state of Berlin, we did not use sport halls of schools for refugee accommodation
- We bought or rented empty halls of Praktika und Max Bahr, two DIY (Do it Yourself) firms that had went bankrupt
- We bought and rented thousands of containers for housing refugees in Lego-like modular architecture

Why is Hamburg resilient...

- We used “in-house” expertise
- Hamburg-owned companies like *fördern & wohnen* and *Sprinkenhof*:
  - perform tenders
  - rent buildings for the city
  - coordinate construction projects
  - operate initial shelters and public housings

Why is Hamburg resilient...

- Hamburg deliberately did not hire private firms to run initial shelters and public housings
- Berlin did it and paid a high price, for example by having several ready-to-occupy-shelters EMPTY for months because firms were suing

Why is Hamburg resilient...

- Ongoing economic boom in Germany helps
- We funded housing and integration of refugees from budget surplus – and not with loans or budget cuts impacting Germans negatively

We learnt the hard way from past migration waves:

- 1950s and 1960s: Migrant workers from Turkey, Italy, Portugal and Spain
- 1980s: War refugees from Afghanistan and Lebanon
- 1990s: Russians of German descent from imploded Soviet Union and refugees from war-torn Yugoslavia

Why is Hamburg resilient?

- Aid organizations (*Red Cross, etc.*), German Army and civil society were on board – from start of crisis
- They managed initial shelters, opened army facilities for the refugees and set up tent camps
- Churches and mosques opened their doors and provided sleeping facilities until we moved refugees to initial shelters

Why is Hamburg resilient?

- Civil society groups and thousands of volunteers from all walks of life helped with food and clothing
- Volunteers also comforted refugees who had traumatic experiences

Why is Hamburg resilient?

- Citizen participation (as mentioned before)
- Multi-cultural, tolerant, open society
- Tough media, NGO and parliamentary control
- Numerous parliamentary inquiries per month!

Why is Hamburg resilient?

- Good Governance is the rule in Hamburg
- City's main administrative and political leaders meet twice a month and take consensual decisions
- They see to it that important projects CANNOT be prevented by nature protection, by not-in-my-backyard mentalities or by economic interests

Why is Hamburg resilient?

- We support the voluntary return of migrants to their countries
- We repatriate those whose asylum applications have been rejected
- 26,000 repatriations in 2017; 2,000 fewer than in 2016
- Reason: In 2017, fewer refugees arrived than in 2016.



Why is Hamburg resilient?

Good governance also means:

- Transparency and public information
- Evaluation of our work
- Accountability

- Succeed in integrating all newcomers in society and in daily life: Language, training and job
- Enable refugees to move as soon as possible from an initial shelter or public housing into normal, private dwellings.

Thank you.

More Info

www.hamburg.de/ZKF

www.facebook.com/ZKF.Hamburg

www.twitter.com/ZKFHamburg

fluechtlinge@zkf.hamburg.de

Press desk: +49 40 42839 3715

Anselm Sprandel

Head of the Central Coordination Unit for Refugees

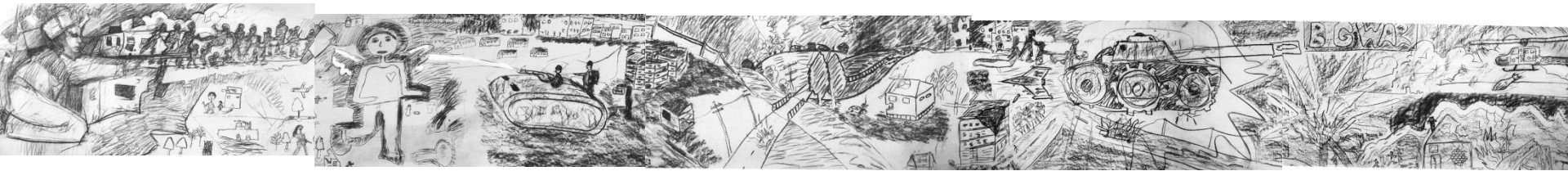
City of Hamburg

Off +49 40 42839 2518

anselm.sprandel@zkf.hamburg.de

Art to help process trauma

- Children paintings
- Initial shelter Hörghensweg, early 2016



Art to help process trauma



Children paintings, Hörgensweg shelter

Art to help process trauma



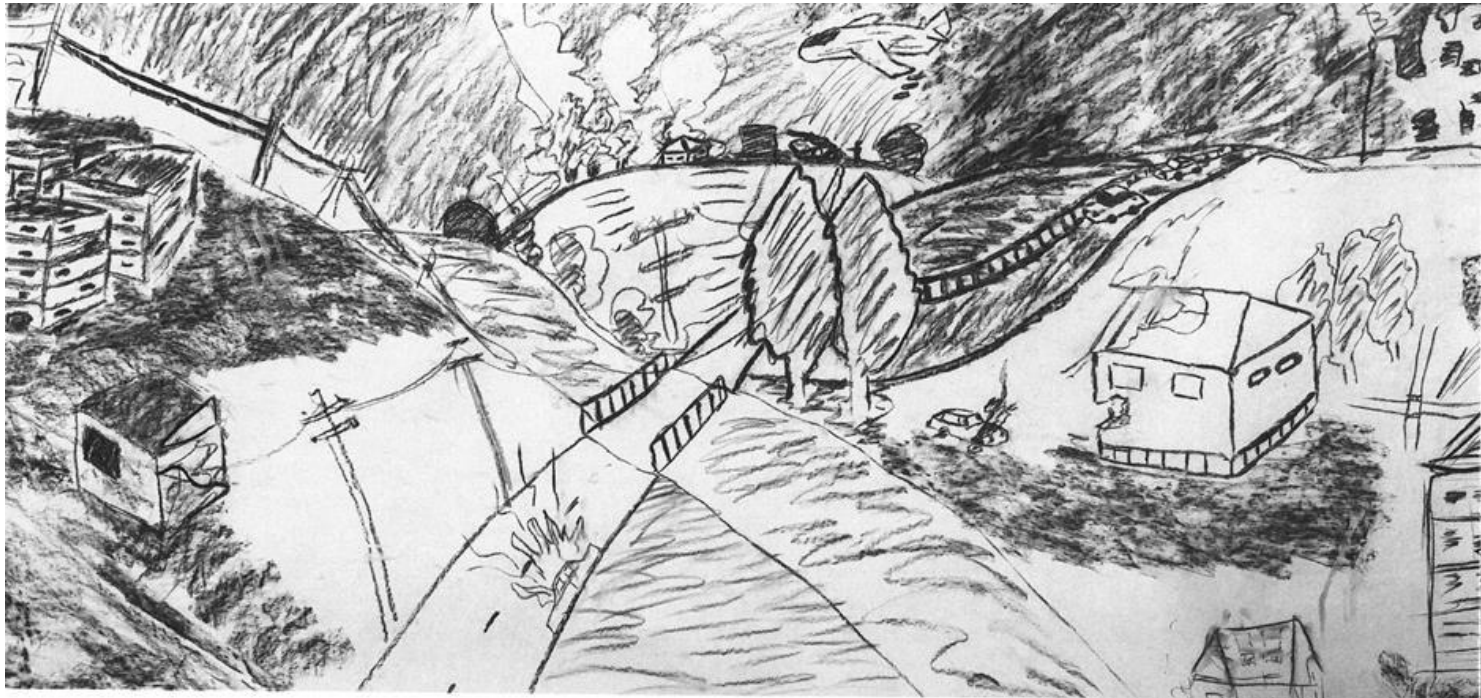
Children paintings, Hörgensweg shelter

Art to help process trauma



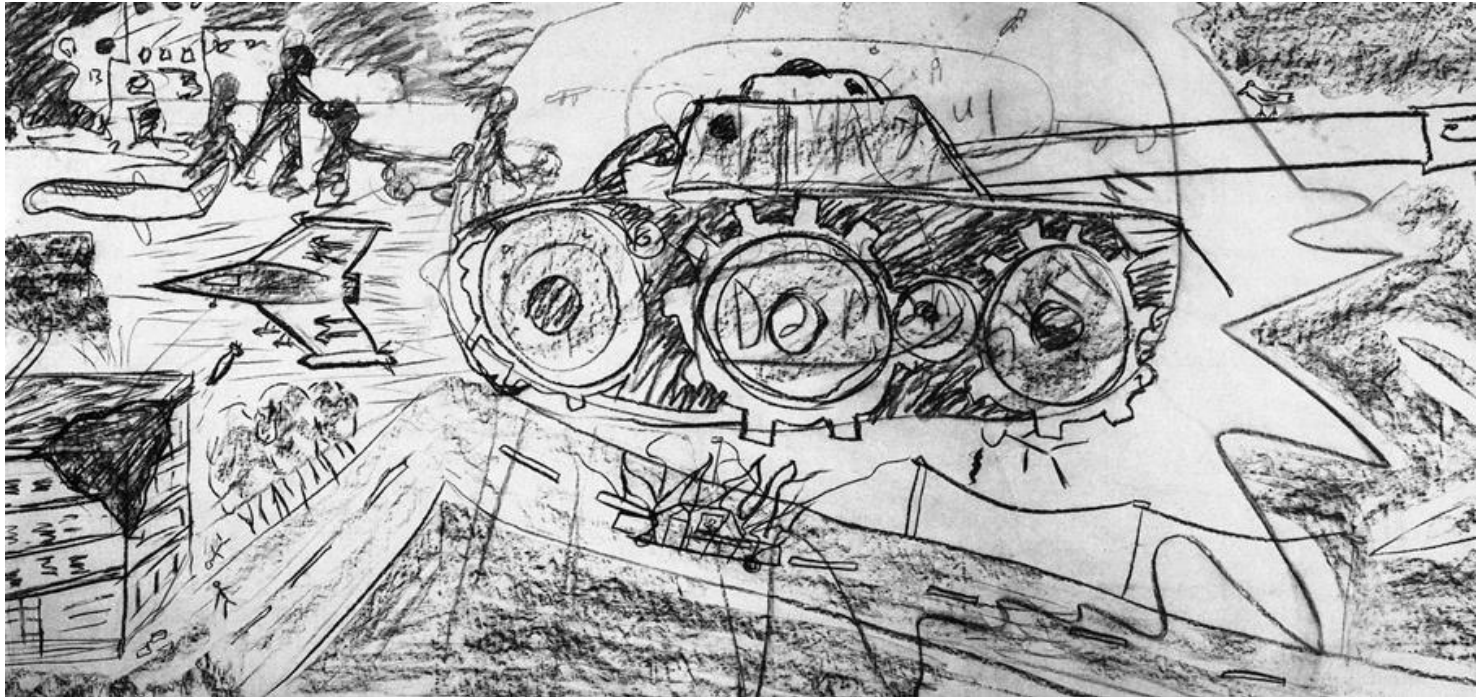
Children paintings, Hörghensweg shelter

Art to help process trauma



Children paintings, HörGENSWeg shelter

Art to help process trauma



Children paintings, Hörgensweg shelter

Art to help process trauma



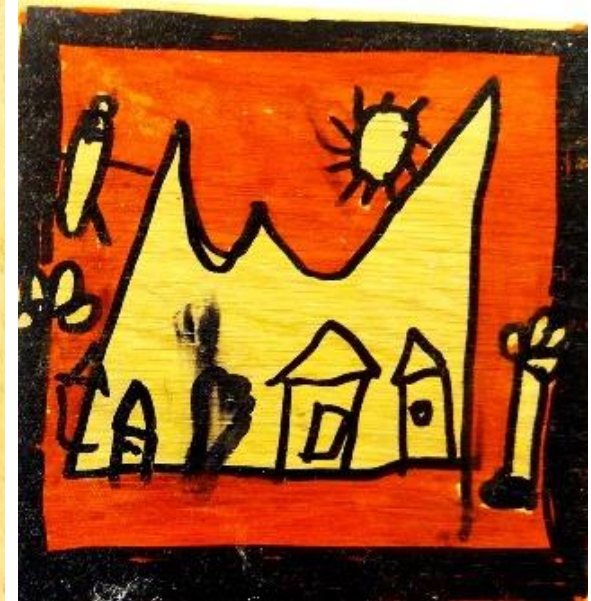
Children paintings, Hörgensweg shelter

Art to help process trauma



The mother cat + the refugee, Högensweg shelter

Art to help process trauma



Children painting in „Hörgensweg camp, Hamburg, 2015-2016

Exhibition „Escape Routes“, 2017



Project's father: Sly, social worker + artist.

