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

Ministry of Labor, Social Affairs, Family and Integration

Project: increasing capacities

Central Coordination Unit for Refugees

Ministry of Interior and Sports

Project: centralizing shelters
Main Tasks ZKF

- Sets up housing units for refugees
- Prevents homelessness
- Participated in updating Hamburg’s „Integration Concept“
Main Tasks ZKF

Coordinates, or in 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
City state of Hamburg

- Federal Republic of Germany: 16 states
- Two other city states: Berlin + Bremen
- Other 13 states have much more space!
City state of Hamburg

• Yes, it is Germany’s most beautiful city
• 1.85 million people live here
City state of Hamburg
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
Hamburg after WW II

Germans fleeing from East to West, 1945
Hamburg after WW II

Waiting for a train to take them to safety in the West, 1945
Hamburg after WW II

Survival agriculture, Reichstag (parliament), Berlin 1945
Hamburg after WW II

- 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“)
Hamburg after WW II

- 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.
Hamburg after WW II

• 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

- Total entries prior to distribution decision
- Allocated to Hamburg
- Housing needs for those remaining in Hamburg

Jan 2015
Feb 1.55 1.75 1.81 1.817
Mar 2.192
Apr 5.709
May 3.404
June 6.676
July 10.437
Aug 10.100
Sep 9.588
Oct 6.552
Nov 3.890
Dec 2.841
Jan 2016
Feb 1.362
Mar 1.136
Apr 948
May 808
Jun 844
Jul 843
Aug 857
Sep 823
Oct 967
Nov 848
Dec 794
Jan 2017
Feb 764
Mar 771

ZENTRALER KOORDINIERUNGSSTAB FLÜCHTLINGE
www.hamburg.de/zkf
Refugees assigned to Hamburg, Jan–Dec 2017

Erstaufnahmen (EA) in Betrieb: 14
Folgeunterkünfte (örU) in Betrieb: 122
„Überresidenz“ in EA: 2.376 Personen

Stand: 02.01.2018, Quelle: ZKF/Einwohner-Zentralamt
Refugees assigned to Hamburg, Jan–March 2018

Zugewiesene Personen nach dem Königsteiner Schlüssel 2018

Stand: 03.04.2018, Quelle: ZKF/Einwohner-Zentralamt

Erstaufnahmen (EA) in Betrieb: 12
Folgeunterkünfte (fürU) in Betrieb: 124
„Überresidenz“ in EA: 2,023 Personen
Residents in initial shelters

<table>
<thead>
<tr>
<th></th>
<th>End March 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial shelters in Hamburg</td>
<td>12</td>
</tr>
<tr>
<td>Refugees living there</td>
<td>3,638</td>
</tr>
</tbody>
</table>

Plus ~ 1,000 beds in reserve!
Residents in public housing

<table>
<thead>
<tr>
<th>Description</th>
<th>End March 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public housing units in Hamburg</td>
<td>124</td>
</tr>
<tr>
<td>Refugees living there</td>
<td>24,978</td>
</tr>
<tr>
<td>Homeless living there</td>
<td>4,649</td>
</tr>
</tbody>
</table>
Refugees in Hamburg, end March 2018

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

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33,265
„Precarious“ initial shelters

At height of crisis end 2015
„Pricarious“ initial shelters

Germany army helped build camps
„Pricarious“ initial shelters

Papenreye, July 2016, just before closure
„Precarious“ initial shelters

Aeration system, Papenreye, just before closure in July 2016,
Housing refugees – 3 steps

1- Initial Shelter („Erstaufnahme Einrichtung“)

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

3- Normal housing market
Initial shelters

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

Fiersbarg
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
Public housing – different types

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

- 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

Röhrich
Public housing – modular system

Notkestrasse
Public housing – container apartments

Paul-Sorge-Strasse, closed August 2017
Public housing – Houses in planing

Hohe Sasel neighborhood
Public housing – Ship

„Transit“, Hamburg-Harburg
Public housing – apartment buildings

- Private kitchen + bathroom
- Kindergardens
- Social workers

Mittlerer Landweg
Public housing – apartment buildings

- 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
Citizen Participation – Project „Finding Places“

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
Citizen Participation – Integration

• 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
PARTNER: fördern & wohnen AöR

- 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/](http://foerdernundwohnen.de/)
PARTNER: Sprinkenhof GmbH

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/](http://bhfi.de/)
PARTNER: BürgerStiftung

- 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/](http://www.buergerstiftung-hamburg.de/)
BHFI asked for an ombudsperson

Annegrethe Stoltenberg, a priest, since July 2017.
BHFI Volunteers

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

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

Get together: talk + practice German, cooking, etc.
BHFI volunteers with fördern & wohnen

Get together: Xmas 2017 in refugee housing, HafenCity.
Citizen Participation – Deal with NGO network

- 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 accommodation 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
Citizen Participation – Deal with NGO network

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

See agreement:
~ 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.
Forecast 2018

3,600 new refugees
+ 1,500 family reunification
= 5,100 new refugees in Hamburg
Forecast 2018

- 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

- Education
- Language
- Intercultural opening
- Values
- Work
- Housing
- Contacts
- Affiliation

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www.hamburg.de/zkf
Integration concept, Sept 2017

Ministry of Labor, Social Affairs, Family and Integration

hamburg.de/integrationskonzept
Cooperation as a prerequisite

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
Strategic lines in the integration concept

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
Reality of a multi-cultural 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
Intercultural opening of the public sector since 2006

- Campaign: „We are Hamburg! Are you with us?“
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)
Intercultural opening of the public sector since 2006

Goal: Public sector reflects society‘s cultural diversity
Strategic lines in the integration concept

2- What immigrants do:

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

- About 80% of children under 3 are in kindergardens
## Indicator – Language

<table>
<thead>
<tr>
<th>Percentage of people with migration background who pass the B1 language test</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>Goal 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>56.9%</td>
<td>60.5%</td>
<td>58.5%</td>
<td>&gt; 60%</td>
</tr>
</tbody>
</table>
International Preparation Classes

• At least one year, to learn German
• Then distributed to classes with Germans
• Example: Gymnasium Oberalster
## Indicator – High School

<table>
<thead>
<tr>
<th>Percentage of high school graduates with a migration background</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>Goal 2018</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>39.7 %</td>
<td>41.1 %</td>
<td>45.8 %</td>
<td>46 %</td>
</tr>
</tbody>
</table>

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

• Retired judge Günter Stello teaches refugees about constitution and democracy, November 2016
Values, in line with the German constitution

- 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
Willingness + motivation to integrate

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

• Apprenticeships, trainings
• Unique in Germany: Dual education system (school + work)

→ Then into the workforce
Project:

- Job profiling
- Job market guidance
- Guidance for German language courses
- Psychological support
- http://www.hamburg.de/wir/
### Indicator – Work

<table>
<thead>
<tr>
<th>Employment rate of people with a migrant background</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>Goal 2018</th>
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</thead>
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<tr>
<td></td>
<td>64,7 %</td>
<td>65,1%</td>
<td>63,0%</td>
<td>&gt; 65%</td>
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[www.hamburg.de/zkf](http://www.hamburg.de/zkf)
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
Integration all the way

„Ali‘s Organic Corner“, district of Altona
Why is Hamburg resilient…

… 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
Why is Hamburg resilient?

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
Why is Hamburg resilient?

Good governance also means:

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

• 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
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Art to help process trauma

- Children paintings
- Initial shelter Hörgensweg, 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, 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

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.