



Leonardo da Vinci

**Project: Integration of refugees into the European educational and labour market:
Requirements for a target oriented approach (EduAsyl)**

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passage Ltd.**

City Report HAMBURG

**Vocational integration of refugees and Asylum-seekers in
Hamburg – roundabout routes from model to structure**

Hamburg, April 2012

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Introduction

A policy of extreme segregation towards refugees and asylum seekers had become established in Germany for several decades. Slogans such as “the boat is full” were used in the past to ‘translate’ discriminatory conditions in legislation for foreigners into a populist language for the general public, creating a climate of fear about influx of large numbers of foreigners. That was not altered by the reduction in flows of migrants to Germany, with considerably fewer people coming than in the 1990s. Due to European refugee policy (Dublin Convention) and the geographical situation of Germany, hardly any refugees arrived any more, or else on arrival they were sent back to the European countries in which they first set foot on European soil. Germany has just under 200,000 refugees who are engaged in the asylum application process, or whose applications have been rejected.¹ Many of those who come to Germany are not granted asylum. About one third of applications were officially recognised by final legal decision in 2009.² Without recognition, refugees are required to leave the country again. Many of them get ‘*tolerated*’ status (limited leave to stay, subject to review), because deportation is not possible on humanitarian grounds. But this ‘*Duldung*’ [*toleration*] does not give them a right to residence, it is only a time-limited suspension of the deportation of a person who cannot leave the country. For many years, refugees and asylum seekers had no access to education and training or to the labour market. The focus here is on the sub-group of persons who are not officially recognised as refugees, but rather as asylum seekers, tolerated persons, and persons having a right of stay for humanitarian reasons.

The first European initiatives and funding programmes, and the German Government’s new regulations on leave to stay have created a turnaround – tolerated refugees are increasingly included in integration policy programmes. Political thinking has begun to change. Some major legislative barriers have been removed with the amendment to the Immigration Act and implementation of right to stay regulations. And the shortage of skilled manpower in Germany is also an important factor. Strategies for recruiting more skilled labour give priority to programmes for activation and development of potentials already in the country. Thus the “Nationalen Aktionsplan zur Weiterentwicklung des Nationalen Integrationsplans der

¹ Central Register of Foreigners, 2010. They have temporary residence permits under international law, humanitarian or political reasons.

² Federal Office for Migration and Refugees, 2009

Bundesregierung” [National Action Plan for Further Development of the National Integration Plan of the Federal Government]³ refers to the labour market potentials of the persons with right of stay and refugees already present in the domestic market (Bundesministerium für Arbeit und Soziales 2011).

The implementation of innovative promotion instruments is generating major impulses for practice and policy. One important development had been set in motion by the European Community initiative EQUAL – for the first time in Germany, it set up a range of education and employment policy tools for school and vocational support for refugees, asylum seekers and tolerated persons (2002-2007). Important pioneering work was done in Hamburg by the initiation and installation of large networks (development partnerships) (Schroeder & Seukwa 2007). The Hamburg Senate has provided exemplary support for these activities since 2002, by contributing public funds to funding these networks and by providing constructive strategic cooperation.⁴ Since then, the SAFE HAVEN Hamburg network has operated as a cooperation association with a number of organisers of practical work in further vocational training and in support to refugees, together with strategic partners from the authorities, the labour administrations, and business companies. It functions as a subsystem at the interface between formal and non-formal programmes of the regular system of vocational education, and supports vocational integration of refugees and asylum seekers in Hamburg.

The networks are important counterpoints in a discriminatory everyday reality for refugees in Hamburg. Even though the experimental implementation of schemes such as the network projects conducted in Hamburg are subject to political controversy, these activities are particularly important in the context of mainstreaming. Cooperation of various different players with the involvement of decision makers from Hamburg’s government, administration and business companies means that the network forms a platform for conduct of the debate,

³ The National Integration Plan (NIP) published in 2007 was the first overall concept for integration policy. Its implementation involved the Federal Government, Laender and local authorities, and also the representatives of migrants of many NGOs. The NIP was launched by the Federal Chancellor and is kept up to date to reflect progress. That is why the National Action Plan is now being launched.

⁴ Under the leadership of passage gGmbH, a number of network projects were implemented in Hamburg – Qualification initiative for asylum seekers and refugees (2002-2005); SAFE HAVEN Hamburg – vocational integration for refugees (2005-2007); SAFE HAVEN Hamburg Plus (2008-2010), and since 2010 SAFE HAVEN Hamburg Plus II. See www.fluchtort-hamburg.de

with the goal of eliminating obstacles and advocating equality of opportunity. That is the principle applied in the efforts to influence integration policy in Hamburg in favour of long-term inclusion of refugees and asylum seekers.

On the basis of this practice, the present case study considers what factors and concepts improve or impair refugee-sensitive vocational integration work. It also considers whether factors can be identified that show consideration of this target group in local Hamburg VET and integration policy, and it discusses resistance on the part of policy makers and administration. It uses biographical case studies on the educational and employment careers of young refugees and asylum seekers, showing numerous career interruptions and individual survival strategies. It also reflects exclusion and inclusion mechanisms of formal and non-formal educational programmes in Hamburg.

Good practice examples are shown in selected approaches, illustrating the concept and its implementation, and discussing the challenges and obstacles. That also permits conclusions on the cooperation relationships between numerous organisations and institutions in Hamburg. The final part of the report presents conclusions and recommendations. A matrix is presented to give an overview of the available programmes in the Hamburg VET system in the Annex.

Some of the sections (in Sections 1.1., 1.2., 4. and biographies) were prepared with the participation of network employees. I acknowledge with thanks the contributions by Lotfi Benbrahim, Franziska Gottschalk, Katerina Hibbe, Edith Kleinekathöfer and by Ilka Tietje and Franziska Wolfrum.

1. Hamburg – a safe haven?

Hamburg is one of the most important industrial centres in Germany. The Port of Hamburg is Germany's largest seaport, playing a key role in trade, services and transport far beyond the limits of Hamburg itself. That is associated with a long tradition of trading relations, which has linked Hamburg with the world for many centuries. Since 2002, the city has been pursuing the aim of expanding business activities and increasing the population, with the political concept "Hamburg – A Growing City". Hamburg is a city state, and one of the 16 Laender (federal states) of Germany.

According to the 2007 micro-census, 463,000 people living in Hamburg have a migration background, that is 26.3% of the total population of 1.76 million.¹ This percentage is substantially above the national average (18.7%); Hamburg takes a midfield position compared with other large German cities (Stuttgart: 40.1%, Frankfurt/Main 39.5%).

Historically, there are interesting examples which show that the city of Hamburg has always attracted migrants and refugees. In the mid 19th century, in the course of mass emigrations from Europe, Hamburg became an emigration port because so many people from Eastern Europe, Scandinavia and other countries went overseas via Hamburg – the "Gateway to the World", either to seek adventure or to escape poverty. The resulting flood of emigrants was causing headaches for the city authorities, which instructed the shipping line Hamburg-Amerikanische Packetfahrt-Actien-Gesellschaft (HAPAG) to set up vast accommodation facilities in the port for emigrants awaiting embarkation. The authorities wanted to ensure that the emigrants were concentrated outside the city centre, and to protect the local population from disease before the emigrants set off into a new future. Migration at that time was an "economic factor" in the city, with some 5 million migrants taking the route via Hamburg to America. Establishment of the emigrant district meant that the population of Hamburg was not directly in contact with the flood of migrants, which went directly to the port and provided with accommodation and food there until the ships set sail.²

¹ Migration background is defined as follows: 1) the person does not have German nationality; 2) the place of birth is outside the current borders of the Federal Republic of Germany and immigration into the current territory of the Federal Republic of Germany was after 1949; or 3) place of birth of at least one parent is outside the current borders of the Federal Republic of Germany and immigration of said parent into the current territory of the Federal Republic of Germany was after 1949. Migration Background Study Ordinance of 29/09/2010, Federal Statistics Office.

² www.ballinstadt.de Emigration Museum, Hamburg

Other documents from the past likewise show an awkward relationship with immigrants in Hamburg. In past centuries, the City of Hamburg had problems with issues of religious tolerance. For example, the Jewish refugees who fled to Hamburg from countries such as Portugal and Spain to escape religious persecution were then expelled from Hamburg and took refuge in Altona, which was then a neighbouring town (Beier 1993: 63).³ No-one talks any more of the difficulties of certain groups of the population in living together, for example with the immigration of Polish farm workers, and railway workers' families in Hamburg-Wilhelmsburg around 1900, who came to Hamburg following the expansion of the Free Port of Hamburg and the industrialisation of this part of the city (Honigfabrik 1988). But there is greater awareness of the recruitment of "Guest Workers" from the 1950s onwards. Recruitment agreements were signed in various parts of Germany, including Hamburg, with various Southern European countries, to find workers to meet the demand for labour. For decades, the responsible politicians and authorities maintained the view that the "Guest Workers" were just here on a temporary basis, and would soon return to their countries of origin.

The difficulties involved in the history of immigration, and its handling of the way immigrants and the local population live together, is also expressed in normative legislation – it was not until 2005 that legislation was passed in Germany to recognise at last that migrants and their children have for many decades been a part of the population of this country. On the other hand, the "Gesetz zur Steuerung und Begrenzung der Zuwanderung und zur Regelung des Aufenthalts und der Integration von Unionsbürgern und Ausländern (Zuwanderungsgesetz)" [Act for control and limitation of immigration and for regulation of residence and integration of EU citizens and foreigners (Immigration Act)] also refers to the fact that the decision makers in government and administration wanted to link the control of possible migration flows in particular to "demand for labour".

The limitation on immigration refers in particular to young migrants who came into the country as refugees. A whole range of laws and ordinances have been set up to ensure that refugees whose request for asylum has been rejected are excluded from integration policy

³ Altona was an independent town which previously belonged to the Kingdom of Denmark, and was not integrated into Hamburg until 1938.

measures. The “Asylbewerberleistungsgesetz” [Asylum Seeker Provision Act], adopted in 1993, sets standards for a certain group of the population (e.g. low level of benefits for living expenses, principle of benefits in kind, limited access to health provisions) and thus disadvantages them in a highly restrictive way. This has now been declared unconstitutional by the European Court of Justice.

1.1. The German asylum system – the situation in Hamburg

Reception and accommodation

The German “Asylverfahrensgesetz” [Asylum Procedure Act] provides for asylum seekers to be allocated to the Laender on the basis of specified criteria. Each Land has to take a certain quota in relation to its population (‘Königstein quota’). The quota for Hamburg is 2.6%. The “Asylverfahrensgesetz” [Asylum Procedure Act] also stipulates that asylum seekers must be accommodated for up to 6 weeks, but not more than 3 months, at a reception facility responsible for them. If a person applies there with an asylum application, the first step is to determine which reception facility is responsible for him/her, and that is done with the “EASY” system⁴. Apart from the acceptance quotas mentioned above, allocation depends on current capacities of the individual reception facilities, and the country of origin of the person. The “Bundesamt für Migration und Flüchtlinge” [Federal Office for Migration and Refugees], which is responsible for conducting asylum proceedings, has 22 offices, with at least one in each of the Laender. Each of these offices is responsible for certain countries of origin.

Applicants for asylum in Hamburg are received at the contact point in Sportallee. That is where identification is conducted (determination of identity, taking of fingerprints), and the first hearing, and the details of the application are taken. If the asylum seeker is to be allocated to Hamburg, he/or she is given an extensive interview on the asylum application at the office of the Federal Office for Migration and Refugees in Sachsenstrasse and is then admitted shortly afterward to the “external accommodation site” Nostorf-Horst in the county of Ludwigslust-Parchim in Mecklenburg-Vorpommern (the neighbouring Land). The Nostorf-Horst facility has been used by the City of Hamburg since October 2006, on the basis of an agreement with the Land of Mecklenburg-Vorpommern. Hamburg has rented 30 places there

⁴ An asylum seeker is allocated to a certain institution for initial reception. This allocation is effected on the basis of several criteria, and is determined by means of the “EASY” system. The EASY-system is an IT application for initial distribution of asylum-seekers in the Laender.

on a continuous basis up to 2012, and additional places may be rented as needed. In total, up to 350 asylum seekers and ‘tolerated persons’ from Hamburg can be accommodated there. Refugee organisations have criticised the “outsourcing” of initial reception to Nostorf-Horst. The facility is about 7 km from the next town, that is Boizenburg, and is located in the middle of a forest. The refugees receive benefits in kind (meals are available in a community canteen) and EUR 40 per month pocket money. After a stay of up to 3 months there (the average is 20 days) these refugees return to Hamburg, where they are accommodated in the community accommodation facilities of the “Fördern und Wohnen” (“helping & housing”) organisation, which are spread over the whole of the city. However, the government of Mecklenburg-Vorpommern recently served notice of termination of the agreement, because it needs the places itself to cope with the rising numbers of refugees. The City of Hamburg will in future have to accommodate newly arriving refugees within the territory of Hamburg, and is currently engaged in negotiating appropriate decentralised concepts with the districts.

Legal foundations of leave to stay

Refugees are granted a right of stay for the duration of the asylum proceedings.

On recognition of entitlement to asylum (Art. 16a GG, Basic Law) and on recognition of refugee status (S. 60 para. 1 AufenthG, Residence Act), refugees receive a refugee passport, and as a rule leave to stay for a maximum of 3 years. 48,589 applications for asylum (first applications and follow-up applications) were submitted in Germany in 2010.⁵

In the same year, the recognition quota for asylum entitlement was 1.3%. In addition, refugee protection was granted pursuant to S. 60 para. 1 Residence Act in 14.7% of cases.⁶ In 5.6% of cases, non-deportation was stipulated pursuant to S. 60 para. 2 -7 Residence Act (subsidiary protection). Where an asylum application has been rejected without right of contestation, the person concerned is required to leave the country. A notification of impending deportation is issued together with the rejection. If the deportation is to be suspended at the order of the supreme authorities of the Land, or for legal or factual reasons, a ‘tolerated status’ is granted. Although the status of *Duldung* [toleration] is intended to have a

⁵ Federal Office for Migration and Refugees, current asylum statistics, March 2011 issue

⁶ Federal Office for Migration and Refugees 2011

transitional or provisional character, the restrictive practice of the authorities responsible for foreigners leaves people in this status which lacks perspectives of integration for many years ('chain toleration'). It is only in recent years that the legal situation was relaxed in some respects. This situation has been constantly criticised by the churches and refugee organisations, but in principle nothing has changed in the regulation of existing cases (Decision by the Conference of Ministers of the Interior of 19/11/1999, and of 17/11/2006; ruling on longstanding cases of 28/08/2007) – on 30/11/2010 there were still 87,191 immigrants with tolerated status in Germany, over 60% of them having this status for more than 6 years.⁷

Access to education and training and to the employment market

Asylum seekers are permitted to reside only in the district or county in which the Foreigners Authority responsible for them is located (residence requirement). For persons with tolerated status, residence is restricted to the territory of the Land to which they are allocated.

In Germany, asylum seekers and persons with tolerated status receive basic benefits under the Benefits for Asylum Seekers Act. The regular monthly rate for a head of household is EUR 224.97. However, the law provides for the basic requirements in terms of food, accommodation, heating, health and body care to be covered by benefits in kind. Outside of the initial reception facilities, these needs may also be covered by payments in cash. Thus refugees in Hamburg who are no longer required to live in the initial reception facilities receive cash payments, but have no entitlement to their own flat. After one year of stay, asylum seekers and tolerated persons have subordinate access to the employment market (S. 10 BeschVerfV, Employment Procedure Ordinance).⁸

After four years, provided that the Foreigners Authority has no indication that they have influenced their right of stay in an illegal manner, for example by evading deportation, they have a right to basic benefits at the same level as recipients of social benefits pursuant to Sozialgesetzbuch XII [Social Code XII], and have a housing entitlement.

⁷ Deutscher Bundestag, document 17/4310

⁸ The Employment Procedure Ordinance stipulates that first it must be examined whether there is a priority candidate available for the job or training position; priority candidates are German nationals and EU nationals.

In the past, refugees and asylum seekers generally had no access to education and training or the employment market, but in recent years some enormous obstacles have been eliminated:

- After four years of stay with tolerated status, refugees receive unrestricted access to the labour market, provided that they are not themselves responsible for the reasons which prevent their deportation. Thus a major obstacle has been eliminated in the Employment Procedure Ordinance – previously this group was only entitled to “subordinate” access to employment and education, which meant de facto that they were excluded from these areas.
- The “Aktionsprogramm der Bundesregierung zum Beitrag der Arbeitsmigration zur Sicherung der Fachkräftebasis in Deutschland” [Action programme of the Federal Government for a contribution of employment migration to securing the skilled labour pool in Germany] gives young people easier access to education and training, where they have been in Germany with tolerated status for less than 4 years but for a minimum of 1 year.
- Young people with tolerated status are entitled after 4 years tolerated stay to benefits pursuant to the “Bundesausbildungsförderungsgesetz” [Federal Education Funding Act] and “Bundesausbildungsbeihilfen” [Federal Training Grants].
- The newly created S. 18a Residence Act gives people with tolerated status a residence permit if they have completed training here, and can demonstrate that they have a job in the vocational area for which they are qualified.
- S. 25 Residence Act created an opportunity for secure leave to stay for those refugees who have completed their regular school education in Germany.

1.2. Special situation of unaccompanied underage refugees in Hamburg

Unaccompanied underage refugees need provisions appropriate to their age and their psychosocial situation when seeking refuge in another country. However, the City of Hamburg applies a restrictive policy on refugees, and that also applies to unaccompanied underage refugees. These restrictions are particularly evident in the fact that young refugees always have to undergo age examination after their entry into Germany.

The procedures for unaccompanied underage refugees may be described as follows:

when an unaccompanied underage refugee arrives in Hamburg, he/she reports either direct to the responsible Central Residence Office, or direct to a Youth Service.

The “Kinder- und Jugendhilfegesetz (KJHG)” [Youth Service is required pursuant to the Children and Young People Support Act] to take unaccompanied underage refugees into care (S. 42 KJHG). However, the age indication of the unaccompanied underage refugee is always checked by the responsible authority before taking into care, that is in Hamburg by the Children and Youth Emergency Service (KJND). The method used is not a scientifically based procedure, but simply face-to-face examination and personal assessment by the employee of the Youth Service. There are three possible results:

- (a) The KJND employee concludes that the person is evidently underage (i.e. under 18 years old).

Consequence: the young person is taken into care

- (b) The KJND employee concludes that the person could be over the age of 18.

Consequence: the KJND arranges for a medical age examination at the Institute of Forensic Medicine at Hamburg University Hospital Eppendorf.

Consequence: the young person remains in care until the result of the examination is obtained.

If the young person refuses to undergo examination, he/she is refused care on the grounds of lack of cooperation.

This circumstance is legally very much in dispute, and repeatedly leads to differences of opinion between the funding providers for refugee support and the Youth Service.

- (c) The KJND employee concludes that the person is evidently over the age of 18.

Consequence: rejection of taking into care, with issue of a rejection notice. No medical examination of age is conducted. The refugee is then taken into the regular nationwide allocation system by the Foreigners Authority.

This decision is likewise legally disputed. The young refugee has no support or advocacy or legal advice in this procedure.

After a young person is taken into care, the Court for Family Matters is informed without delay, and the appointment of a legal guardian is proposed. The appointment of a legal guardian by the court normally takes between two and four weeks. In most cases, the Youth Service is appointed as legal guardian.

Residence in a care establishment should ideally be not longer than three months. Within this period the legal powers of representation are to be determined, health status is to be examined, school attendance organised, and an appropriate follow-up institution to be found in cooperation with the responsible Youth Service.

1.3. Delimitation between humanitarian aid for refugees and general integration policy

After adoption of the “Zuwanderungsgesetz” [Immigration Act] by the Federal Republic, the Hamburg Senate set new guidelines for Hamburg integration policy in 2006. They comprise the action fields of *Language, Education and training, Vocational integration, Living together in the city, and Migration-friendly Hamburg*. The “Action concept for integration of migrants, Hamburg” set out the following objective:

“Development to become a growing, pulsating city with international flair depends very much on how far success is achieved in integration of immigrants and their families in economic, social and cultural life. Integration is related to the value standards of our society, the principles of equal rights and respect. Integration of all migrants living legally and long-term in Hamburg is an ongoing task, which is focused on and optimised to the main objectives in accordance with the existing Action Concept of the Hamburg Senate. Integration goals and their achievement are also to be made ‘measurable’.” Preamble, Hamburg Action Concept

The Action Concept makes it clear again, under the heading of ‘Target Group’, that it addresses those people with migration background who live here ‘legally’ and ‘long-term’, and to the host country population. It explicitly states that the situation of people without secured status of stay is not the subject of the Concept. Nevertheless, it concedes that offers are also made for this group of persons. The main emphasis there is less integration concerns than humanitarian concerns. The Hamburg Senate refers to the necessity to find a unified solution at Federal level, and restricts itself to the support it has given in implementation of a right of stay for tolerated refugees who have been living in Germany for a long time.

The funding programmes and priorities of the City are also set out in accordance with this integration policy approach, and likewise provide for a separation between different groups of immigrants, as can be seen from two illustrative examples:

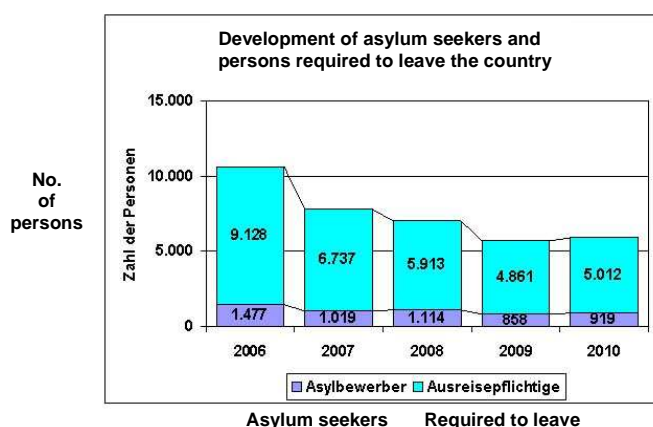
- (a) The main tool for promotion of social integration in Hamburg is the *Integration Centres*. They are located in districts which have a high proportion of people with migration background, and serve to support disadvantaged migrants. The first of these centres was opened by the City of Hamburg in the 1970s, and since then the programme has been expanded. The programme had to be reduced in recent years due to economies in the Hamburg budget, but despite this the work has been upgraded in the past few years, not least because the subject of integration has been given more attention nationwide, and has now been defined as a task with shared responsibility. In this context, the Federation has also restructured the language programmes, and Hamburg also benefits from that (see matrix in Annex).
- (b) The Hamburg Senate has established a Central Office for Information and Advice for Refugees at the Hamburg Refugee Centre, to give counselling to tolerated refugees and asylum seekers. This Office also provides assistance for voluntary return, which was formulated as a goal of support work for many years by the Hamburg Senate. The mandate to prepare refugees for ‘voluntary’ and ‘safe’ return, e.g. to Afghanistan, is cynical in view of the constantly worsening security situation there and in view of the fact that structural obstacles in the German legislation on leave to stay permit no freedom of choice between stay and return (Schroeder/Seukwa 2007: 189). De facto, the Office is also concerned with legal and social counselling on problems associated with stay in Hamburg, covering a wide range of issues: right of stay and work permits, family and school, health, and housing.

In the context described here, the Hamburg institutions started their work on vocational integration of tolerated refugees and asylum seekers in 2002. It has proved necessary to take a long-term approach and sometimes to take difficult roundabout routes, to make use of the scope of freedom permitted within the law, and to support refugees in utilising their right to education, so that they can develop their potentials. The lines of differentiation described here between different groups of migrants characterise the integration policy paradoxes which the activities of the network had to face in the last ten years, and which often impaired their efforts to make Hamburg a safe haven for refugees.

2. Facts and figures on tolerated refugees and asylum seekers in Hamburg

As mentioned previously, this study puts the main focus on the life situations of those who are not legally recognised as refugees, but as asylum seekers, tolerated persons, and persons with leave to stay granted for humanitarian reasons, who are regarded as being required to leave the country again.

According to statistics from the Hamburg Central Residence Registry, the number of persons required to leave the country (*Duldung, toleration*) and asylum seekers has increased slightly, due to the rise in numbers of asylum seekers compared with the previous year.¹ At the end of 2010 there were a total of **5,931 persons registered in Hamburg as asylum seekers or persons required to leave the country**, compared with 5,719 persons in 2009.

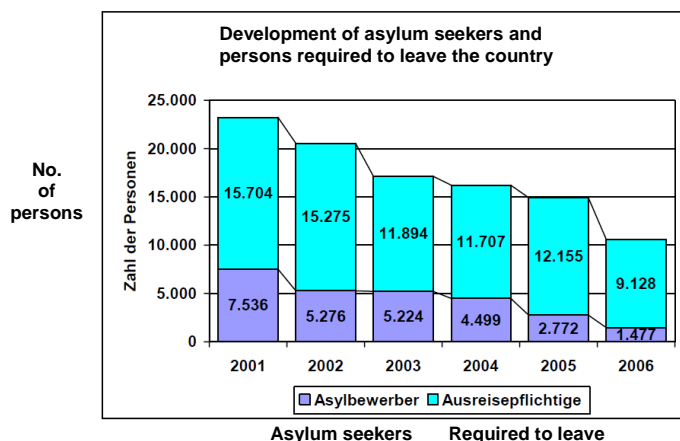


Trends towards stabilisation of stay²

In the last ten years there have been considerable shifts in the number of cases, due to the application behaviour of specific groups of refugees and changes in the legislation for foreigners.

¹ Hamburg Ministry of the Interior and Sport: 2010 figures of Central Foreigners Authority, published 04/03/2011

² Variances in statistical data are caused in part by the fact that distribution of asylum seekers to other federal states has already been taken into account (Königstein quota), see also Section 1.1.



In 2001 there were 2,783 foreign nationals actually remained in Hamburg as refugees. This group comprised asylum seekers and those who had decided not to apply for asylum. In 2000 the figure was a total of 4,692 persons, and in 1999 it was 5,572 persons. Context: a large number of people from Afghanistan, from the Federal Republic of Yugoslavia, and from a number of CIS countries entered Germany illegally during the 1990s, came to Hamburg, and declared that they wished to remain in Germany at present, for a wide variety of reasons. These persons deliberately decided not to apply for asylum, and repatriation did not come into consideration for various legal and factual reasons. Unlike the situation with asylum seekers, there was no legal basis for equal distribution to other Laender. It was not until considerably later, in some cases after several years of tolerated stay in Hamburg, that many of them (especially Afghan nationals) decided that they would apply for asylum after all.

In 2002 there were effectively 906 foreign nationals as asylum seekers or refugees in Hamburg. In 2003 there were effectively 706 foreign nationals as asylum seekers or refugees staying in Hamburg. The decline in 2004 was among other things due to accession of ten states to the European Union (including Poland and the Baltic States) on 01/05/2004.

On 01/01/2005 the Immigration Act came into force, giving the Foreigners Authority the possibility to issue residence permits to persons previously having tolerated status, and this was done in 1,300 cases. In 2006 and 2007, regulations on right to stay came into force (initially by decision of the Conference of Ministers of the Interior, later by legislation). The Residence Act which came into force in 2005 increased the legal possibilities for granting right of residence for humanitarian reasons.

The Conference of Ministers of the Interior had taken up the problem of people with longstanding tolerated status a number of times, most recently in December 2009, and decided to grant stay to certain foreign nationals required to leave the country. The regulation on

longstanding cases which came into force in August 2007 gave persons with tolerated status who had been staying in Germany for eight years or more on 1 July 2007, or in the case of those living in a household with one or more underage children had been staying in Germany for six years or more, initially time-limited leave to stay (residence permit “on probation”). This was linked with access to the employment market on an equal basis, to enable them to earn their living by gainful employment, without claiming public social benefits.

This residence permit “on probation” would not have permitted extension under the legal provisions if the person had not secured a way of earning their living by then. The Ministers of the Interior at federal and Land level then decided in December 2009 to extend residence permits by two years if it could be assumed that the persons concerned would be able to earn their own living in this period. From 2010 onwards, the persons concerned received a letter from the Foreigners Department informing them of what conditions they had to fulfil and what documents were required for extension of their residence permits.

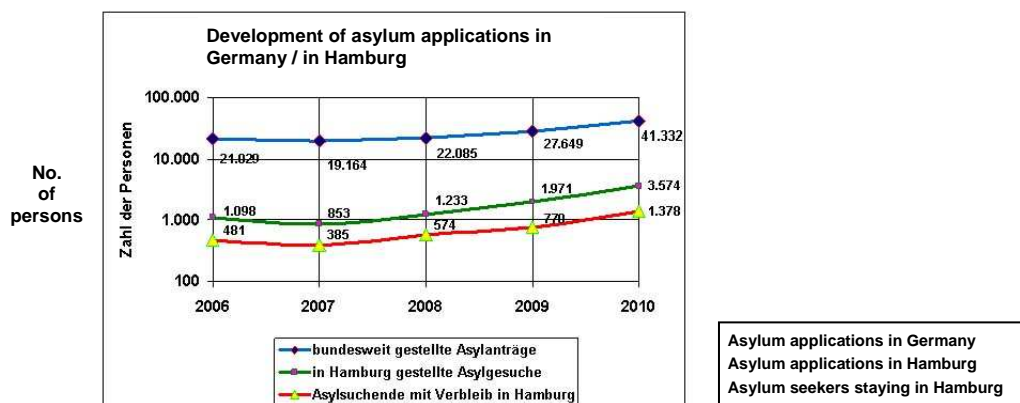
1,148 positive decisions on right of stay were made in 2010, based on various legal grounds. There were 1,587 positive decisions in the previous year. The drop in the number of residence permits granted is due to the large number of positive decisions in the years before that, with a reduction in the number of persons required to leave the country. The number of rejections is likewise down, from 652 in 2009 to 315 in 2010. Since 2005 a total of 10,087 residence permits have been granted, and 4,002 negative notifications issued.

It should be taken into account for interpretation of these data that it is not clear how far the refugees for whom positive decisions on right of stay have already been given are in fact able to secure employment and earn a living in the long term. That requires gainful employment which is sufficient to secure the family income. It can be observed again and again in the practical work of the network that people take up precarious employment when under pressure to secure their livelihood.

Asylum seekers

In 2010 the number of asylum applications nationwide was up on the previous year due to the increased number of asylum seekers from Afghanistan, Serbia, Iran, Macedonia, from 27,649 to 41,332. As asylum seekers are allocated to the individual Länder in accordance with fixed quotas, there is also an increase in the number of asylum seekers who remained in Hamburg.

Of the 3,574 asylum seekers in Hamburg in 2010, a total of 2,196 were allocated to other Laender, and **1,378 stayed in Hamburg** (in 2009 it was 770 persons).



The 3,574 asylum seekers mainly come from the following countries:

Main countries of origin	No. of persons
Afghanistan	1,484
Macedonia	423
Serbia	328
Iran	296
Iraq	89

Tolerated persons (required to leave the country)

The number of people who decided not to submit an application for asylum, in order to get tolerated status, was 477 tolerated status applicants, mainly coming from the following countries of origin:³

³ That means there is no redistribution to other states.

Main countries of origin	No. of persons
Afghanistan	84
Turkey	62
Ghana	62
Serbia	34
Nigeria	23

The breakdown by sex was as follows:⁴

Asylum seekers: 63% male, 37% female

Tolerated persons: 64% male, 36% female.

The breakdown by age was as follows:

Asylum seekers: 45% underage, 55% adults

Tolerated persons: 29% underage, 71% adults.

Repatriation numbers have declined in the last ten years. Of the 451 deportations conducted in 2010, 238 were from deportation detention or prison (including 65 criminals). The main countries of origin were as follows:

Main countries of origin	No. of persons
Serbia	56
Macedonia	55
Turkey	45
Poland	23
Ghana	22

⁴ According to the statistics of the Central Foreigners Office of the Ministry of the Interior and Sport

Gainful employment and employment availability of people with migration background

There are no data available on employment and employment availability of refugees and asylum seekers. It is explained in a “Concept for vocational integration of people with migration background”, published by the Hamburg Senate in 2010, that people with migration background living in Hamburg are severely affected by unemployment. The unemployment rate of foreign nationals in 2008 was 19.6%, that is more than twice as much as for the German population (8%). This tendency is also confirmed in the unemployment rate, which is more than twice as high (11.2%) for people with migration background than for the others. A striking aspect in the employment data is that employment of women with migration background is particularly low (49%), in other words less than one in two of women with migration background is in gainful employment.⁵

The Senate document also demonstrates that the indicated quotas of employment availability and employment of people with migration background by no means indicate secure integration in the employment market. They are often in precarious, badly paid employment. In relation to the proportion of foreign nationals among employees paying social security contributions (8.1%), the numbers in economic sectors providing low-skill services are particularly high: agriculture and forestry 27.9%, hotels and restaurants 27%, private households 18.8%, other services 16.2%, transport and warehousing 12.1%. Their numbers are exceptionally low in economic sectors with higher skill requirements: energy supply 1.7%, finance and insurance services 1.9%, and also public administration 3.3% and health and social services 5.6%.

The analyses of qualifications of people with migration background in Hamburg are likewise significant – the document notes that, according to the statistics of the Federal Employment Agency for 2009, 58.9% of unemployed persons registered in Hamburg had not completed any vocational training. Among people with foreign nationality, it was even more, at around 80.7%. There is also a high proportion among those that have no school leaving qualification: unemployed with no vocational training: one in three. Unemployed with foreign nationality: one in two (Doc. 19/5948).

The development of age structure is also important, showing that the percentage of people with migration background will increase in the future. In the age group of 55-65 year olds it is

⁵ Hamburg Parliament, Doc. 19/5948 of 20/04/2010

currently around 23.6%, but in the age group 0-5 years nearly one person in two living in Hamburg has a migration background, that is 47.3%.

3. Hidden treasures – limits and opportunities in vocational integration of refugees and asylum seekers in Hamburg

“At last I had the chance to make something of my life.”

Arash¹

This statement by an underage person who fled unaccompanied to Hamburg shows the paradoxical situation that for a long time refugees and asylum seekers in Germany lost decisive development years in their lives, having no chance for self-determination. The case study cited here is based on the analysis of the life worlds and the educational and employment biographies of six young refugees who found a safe haven in Hamburg in recent years. They are examples of refugee biographies typical of the many which we have seen in the course of Hamburg project work. The case studies are of four young men and two young women. They come from Afghanistan, Burkina Faso and Kosovo, and illustrate by way of example the kind of difficulties which they had to cope with (and still have to cope with) due to the legislation applicable here, and they also illustrate how they were able to achieve success in education and training despite these conditions. The examples recorded here give a range of insights into the functioning of innovative funding programmes which are sensitive to the needs of refugees, and into the limits of functionality of the Hamburg system of school and vocational education. Under these conditions, many refugees fail to acquire education on the basis of their individual circumstances, and are unable to gain access to the employment market. The examples given here are success stories, and most of them are now successfully engaged in educational progress or in active employment. The continuous network activities in Hamburg meant that the contact to these protagonists were maintained over a long period, and some of them were given support on repeated occasions, because it was necessary to eliminate obstacles in the course of their educational and employment career. That made it possible to obtain valuable insights into the social exclusion mechanisms, and the increasing inclusion mechanisms. These examples should encourage the players in government and administration in the European host countries to take the future wishes of refugees and asylum

¹ FLUCHTort Hamburg Plus, passage 2010

seekers seriously and to promote their potentials, taking special account of the extreme difficulties which they face in their life situation.

In the final publication of the scientific monitoring research on the Hamburg networks in the two funding periods of the European community initiative EQUAL, the educationalists Joachim Schroeder and Louis Henri Seukwa pointed out that the acquisition of education and progressing into further education and employment is dependent on the individual life situation in which refugees and asylum seekers find themselves. That covers a whole range of dimensions such as residence status, financial situation, stability of their social networks, housing situation and social links with other groups in society, their health condition – all of these things are decisive for success or failure in their education and training (Schroeder/Seukwa 2007: 24). The authors follow the fundamental considerations of French sociologist Pierre Bourdieu and understand “*education as a product of individual access capabilities to and power to make use of various forms of economic, social and cultural capital*” (Schroeder/Seukwa 2007: 25, Bourdieu 1983).

This theoretical perspective accompanying practice in Hamburg is used in the present case study, and serves as the ‘golden thread’ for analysis on the basis of the individual course of education and employment. Examination of the individual courses of education shows that there are certain significant characteristics and patterns which are representative of many refugee biographies – access to education and training is hindered or made impossible, they have no free choice of vocation when starting employment, and have to take whatever the system permits. The transition from school to work involves major risks, because the support systems for refugees and migrants are not compatible, and the funding programmes take no account of interruptions in biographies, and in particular do not promote cross-border connection capabilities as needed in the case of transnational educational careers. The case study also shows that increase in various ‘types of capital’ was possible in the further course of their careers. That made a major contribution to enabling the young refugees presented here to make better use of their opportunities and to create value added in their individual development, so that they could take on responsibility and shape the development of their lives themselves.

Looking at the situation in context, the refugee biographies show inclusion and exclusion mechanisms at various levels. The case study shows

- Systematic disadvantages in the educational biography of the *individuals*;
- *Institutional* characteristics of exclusion and inclusion mechanisms in the Hamburg vocational education and training scene;
- *Structural* relationships and changes in integration models, with the example of the City of Hamburg.

3.1. Structural obstacles undergoing change, and resource-based participation in training and lifelong learning

Enabling access

The biography of *Arash* gives a good impression of the barriers for access to education under the legislation applicable until 2005. The family had to leave Afghanistan due to the war situation there. *Arash* was “selected” by his family to migrate to the West. He left his family at the age of 14 years, and travelled to Germany alone, in the hope of finding better opportunities. The rest of the family fled to Kyrgyzstan. As an unaccompanied underage refugee, he was allocated to a youth flat on arrival in Hamburg, and was given supervision. His school career was marked by major interruptions. His school attendance had been irregular even in Afghanistan due to the war situation, and here he had to catch up with the material of three school years in a short period. In Hamburg he was allocated to the preparatory class of a grammar school (“Gymnasium”), but failed there. He then went to a comprehensive school, completing it with junior high school leaving certificate. On transition to further educational programmes, he failed due to the structural barriers of German legislation. He could not get a work permit, so had to take on occasional unskilled jobs to earn a living. Thanks to the special conditions of the Hamburg networks, he was able to work his way through qualifying programmes (modularised), because participation does not require a work permit. That enabled him to get acceptance for an internship in a building company. The company was willing to take *Arash* on as a trainee, but it took many months for him to get a work permit. In the end, it proved possible to get him a work permit thanks to an agreement between the network and the job centre, because this was an additional traineeship.²

² The network had reached an agreement with the Hamburg Employment Agency that a work permit for a tolerated refugee/asylum seeker would be granted if the network prove that an additional training place had been

“The best moment of all was when I got my work permit at the beginning of the year, to work eight hours a day. That was the first time for ten years that I was allowed to do real work. I have kept that document.

My dream was always to become an architect. But when I got the offer to take the training course in reinforced concrete construction, I said “Yes” straight away. The fact that EQUAL secured my right to stay gave me the security that I would not be deported for at least a year. At last a year of opportunity to show what I can do. Now I have the residence permit, and I want to complete my training. I want to make progress, to develop further. That’s why I want to train as a foreman or technical building site manager. Then I can take on responsibility and make decisions myself.”
(Arash 2007)

Arash managed to achieve his dream via roundabout routes. After completing his education, he first worked in reinforced concrete. Then he had to change his vocational direction, for health reasons. After attending a college of construction engineering, he took up studies of construction engineering at the HafenCity University in Hamburg. The company had recognised his potential, and that opened up access for him to the real world of work, and helped greatly to stabilise his life situation. That is demonstrated by his very good results in the final exams at the Chamber of Trade for his professional qualification, earning distinctions in a number of subjects. *Arash* has now started a family and lives in his own flat. The network proved to be a reliable guide throughout his educational career, helping him to overcome the barriers and gain access to the next stages. The story of *Arash* shows that he was able to increase his vocational capital thanks to his motivation and perseverance, and that enabled him to live a life where he can continue his education and training on his own initiative, heading for progress and economic security, because he gained access to the funding instruments. He also makes use of his cultural capital by supporting other disadvantaged migrants by his activity as a mentor during their school education.³

created in a company (company has to prove its willingness to train one young person more than in the previous year).

³ *Arash* does part-time work alongside his studies, in the project “Young Role Models”, for mentors with migration background supporting other migrants at schools, in order to ensure their success at school. See www.verikom.de

The educational career of *Schoheib*, born in Afghanistan in 1985, was similar. He likewise had to struggle with major restrictions, after landing up in Hamburg with his family in 2002, following a one-year stay in Moscow. Having had 12 years of schooling in his country of origin without documentation, he succeeded in getting a junior high school leaving school certificate at a vocational preparation school here. Due to the restrictive legislative conditions, he was able to get a work permit only for low-paid sideline employment. He took work as a kitchen assistant, because he needed the money to support his family. The new scheme, which made it possible to acquire qualification in individual modules, enabled him to start gaining credits that would later count towards his educational qualification. *Schoheib* completed his training as a road builder successfully in 2009, getting a grade of “good” for theory and practice. The training and education period was a great challenge for him, because he was repeatedly faced with obstacles that blocked his way to “dual training”. It was extremely difficult to avoid losing his motivation. The administrative work before he could get a work permit took so long that the training place was meanwhile taken by another young person. *Schoheib* got an employment contract without time limit in 2009, and has been working there ever since; he wants to continue his training for qualification to foreman or master level. He lives in a house on the outskirts of the city, together with his wife.

Under the current legislation, it is possible to place refugees in training after one year. If the waiting times for vocational preparation are used as early as possible after their arrival, for targeted basic support, it is possible to overcome the remaining legal obstacles. That also helps to prevent lack of perspectives and forced passivity leading to loss of motivation, which would then require great efforts to build up again later to generate the drive for education and training.

Recognition of qualifications

Another problem in access to the employment market is that foreign educational qualifications and vocational certificates are not recognised and/or those affected often do not have their documents because of the flight situation at the time of their migration. In addition, the vocational experience they have is devalued by lack of practical application in the years of waiting in Germany (Englmann 2007).

Mohamad fled to Germany to escape the Taliban regime in 2002, and has been living in Hamburg with his family since then. His asylum application was rejected, and he has tolerated status, but cannot be deported because the Hamburg Senate has stipulated that no families

with children are to be deported to Afghanistan. *Mohamad* has training and professional experience as a doctor, acquired in his country of origin. His qualification is not recognised in Germany. He has been trying to obtain recognition via the official channels since 2009. That process has been quite an odyssey, giving various insights into the workings of the bureaucratic decision makers. The Central Office for Foreign Education (ZAB), Bonn⁴, cast doubt on the authenticity of his documents after an examination period of nearly ten months, so the Hamburg Health Department sent his documents to the German Embassy in Kabul. There, after a period of two years, an examination report was issued indicating that proof of completion of a one-year hospital internship as a doctor was missing, and that for this reason it was not possible to grant him a licence for professional practice. But *Mohamad* is not able to complete an internship of one year in Germany because of his status of stay (toleration).

Reconstructing the process of examination of his documents, it is evident that processing took an unreasonable amount of time at various points because of lack of staffing, and because of excessive bureaucracy. In the course of this bureaucratic process, *Mohamad* was often desperate and depressed. He felt that the responsible authority was discriminating against him, almost treating him as a criminal. In order to accelerate the proceedings, the advisers at the SAFE HAVEN network launched various initiatives to support *Mohamad*, had countless discussions with the Health Department, applied to the responsible Senator for support, submitted a complaint to the ZAB about the length of processing time, submitted a petition to the Petitions Committee of the Hamburg Parliament due to failure to act on the part of the authorities, and made a complaint to the Ministry of Foreign Affairs and the Integration and Refugees Adviser of the Federal Government. The lengthy bureaucratic process was explained by a need for special caution and care, in order to exclude the possibility of harm to patients in the event of mistakes in treatment which could occur in the course of his exercise of the profession.

There is a shortage of doctors in Germany. Many doctors are leaving Germany to practise abroad, because of the poor working conditions and earning opportunities here, especially in rural areas. *Mohamad* wants to work in his profession as a doctor. During the waiting time, he attended a training course for foreign students and medical staff. He was able to spend some

⁴ The Central Foreigners Education Office (ZAB) is the central department which is responsible for evaluating foreign qualifications in Germany. The ZAB issues an individual certificate evaluation on application by the holder of a degree from a foreign university. It has information on educational systems worldwide. It is based at the "Permanent Conference of the Ministries of Culture of the States", which maintains an office for its coordination work.

time as an observer/assistant at a large hospital in Hamburg, giving him an opportunity to show his skills as a doctor, and received a very good report on his work there. This internship period meant close contact with German speaking colleagues and patients, giving a boost to his linguistic skills. He is highly motivated to make good any gaps in his knowledge. He is concerned that the long waiting periods could mean he loses the knowledge he has acquired in the adaptation training course. As a third-country national, he is currently not eligible for approval as a doctor (under the regulations of the Medical Council), but only for a restricted licence for exercise of the profession, limited in time and place (Englmann 2007).⁵ It is still in dispute whether or not *Mohamad* completed the year of practical experience required in the course of his studies. According to information by a sworn translator, the differences in the documents were due to the notation used in conversion of solar years to the Christian calendar. However, this reason meant special challenges for the responsible authority, and the relationship between the applicant and the examining body was now characterised by considerable mistrust. But at least this meant that the documents could be re-submitted to ZAB with this explanation. In parallel to this, *Mohamad* travelled to Afghanistan to obtain the necessary document. The story came to a good conclusion – in August 2011 *Mohamad* received the notification from the Hamburg Health Department that he could continue his adaptation training. The Department wrote in this context:

[..] Independently of this document, the ZAB corrected its previous statement by means of its letter of 08/08/2011, received here today, and stated that you have now proved successful completion of six-year studies of medicine at a recognised Afghan state university.

It is therefore now possible to grant you a licence for professional experience for preparation of the examination to be taken, in order to demonstrate equivalent knowledge. This period of professional experience is to replace the internship required in the medical training course. [..]

Letter to M from the City of Hamburg, Ministry of Health and Consumer Protection, of 16/08/2011

In November 2011 the Bundesrat (Upper Chamber of Federal Parliament) passed the “Recognition of Foreign Vocational Qualifications Facilitation Act”, which enters into force

⁵ Regulated in Germany by the Federal Medical Regulations (BÄO) in the version of the notification of 16 April 1987.

on 01/03/2012. It is to give migrants a legal entitlement for their professional qualification to be examined within three months. The story of *Mohamad* shows that it may be difficult or even impossible, especially for refugees, to provide complete documentation of their education, because the documents are often lost in the course of war. A critical point in this Act is that the legal entitlement to follow-up education remains. It may be assumed that many migrants are dependent on adaptation of their qualifications due to the differences in organisation of the professional profiles and the contents in different countries, and due to the long waiting periods in which the migrants are unable to use their qualification. According to estimates by the Research Institute of the Federal Employment Agency (IAB), there are some 2.8 million migrants with foreign qualifications living in Germany, including 800,000 graduates. Many of them have to take employment below the level of their qualification. This legislation gives the chance to recruit more skilled people for entry into the employment market. But mostly this is only possible where appropriate funding can be provided for adaptation training. It is likely that there will still be major obstacles for access to education, qualification and the employment market for many of these people, especially migrants from third countries, and especially for those who are unable to submit documents.

3.2. Transitional phase between school and vocation

In Germany there are a large number of young people still subject to compulsory education requirements who do not get a placement in training or employment; a differentiated transitional system has been developed in the course of the last few decades to help disadvantaged young people to take the step into the world of work. Various training courses are provided in the different Laender of Germany, and are held at the vocational training schools (Schroeder, Thielen 2009).

Placement of lateral entrants in Hamburg's educational system depends on the age of the refugees. Child refugees (under 16 years old) are taken into remedial classes at the general education schools, with the goal of preparing them linguistically so that they can be integrated as soon as possible in the regular classes at primary school or secondary school. Young refugees aged 16 years or more often entered the country as unaccompanied underage refugees, and are still subject to compulsory vocational education – they are placed in special courses held at the vocational schools of the Hamburg Institute of Vocational Education (HIBB). The HIBB ran two programmes in 2002, with different curricula and pursuing different educational goals. One of these was the 'Vocational Preparation Year for Migrants'

(BVJ-M), exclusively for young migrants from EU countries; the other was 'Preparation Year for Migrants' (VJ-M), for refugees and asylum seekers who do not have secured status of stay.⁶ This programme, with allocation of only a small number of teaching hours and otherwise low level of resources, is mainly aimed at basic language teaching, and also provides practical training in workshops in various sectors, and teaching in a few general subjects (mathematics, English). This preparatory school gives opportunities for the students to catch up and obtain the junior high school leaving certificate. So far there has been no provision for placement in training, because that was not possible under the previous regulations.

Analysis of the educational careers of young refugees shows that in many cases the preparatory courses are not enough to compensate for the numerous disadvantages that young refugees have in transitioning from school to work.

Mental problems of traumatised refugees are mostly not detected

Many refugees are traumatised by exposure to violence in connection with war and expulsion from their countries of origin. A publication in the *Deutsches Ärzteblatt* (German Medical Journal) reports that about 40% of asylum seekers and refugees in Germany have suffered repeated traumatic experiences or torture in their country of origin.⁷ There is little or no provision of therapy for this target group, and that has a negative influence on the course of their disease. Those affected often suffer from depression, disturbance, anxiety and progression of the condition.

The case of *Gyltene* is an example of that. She fled from Kosovo to Hamburg, together with her family, at the age of 17. Although she had attended a grammar school when in Kosovo, in Hamburg she was allocated to a VJ-M class at the trade school for construction engineering. Her exposure to war and flight led to a post-traumatic disorder, which received therapy in Hamburg. After a three-year period in Hamburg, her parents returned to their country of origin, leaving *Gyltene* and her sister alone in Hamburg. For many years she was not able to go to Kosovo for a visit, because people with 'tolerated' status were not allowed to leave Hamburg. With the aid of the vocational preparation school and the SAFE HAVEN network,

⁶ Hamburg Ministry of Education and Sport (2002): Educational Plan for Vocational Preparation School (BVS), programme Vocational Preparation Year for Migrants (BVJ-M). Hamburg

⁷ *Deutsches Ärzteblatt* (German Medical Journal) 2009; 106(49): A-2463/B-2115/C-2055

Gyltene was able to complete the preparatory qualification and numerous internships, she obtained her junior high school leaving certificate, and she did some unskilled jobs, so that in 2007 – having been granted a work permit – she was able to get a placement in training. She received careful supervision – from teachers, an adviser and a mentor – not least because her health problems caused her considerable difficulties. She completed her training as a medical assistant in 2010, but was initially not allowed to take the final examination because of absences due to illness. With the support of a lawyer, *Gyltene* managed to obtain the right to take the examination, and passed it with a good grade of 2. She was able to take up employment in the practice where she had done her training, and has set herself the target of continuing her training to become a medical practice manager.

Mastery of this life stage shows that *Gyltene* has a great deal of resilience, which she was able to mobilise despite major health problems. This capability is what Louis Henri Seukwa calls “*the habitus of the struggle for survival*”, which enables young people to overcome even very unfavourable circumstances to develop subjective strategies for coping and acquiring skills (Seukwa 2006).

It is tough without knowledge of German

Young refugees who get into contact with the German vocational school system for the first time due to their life experience following flight are normally unable to speak any German. They have accommodation in an initial reception facility, and are supervised by the Youth Service. So the question arises of how far it is possible for them to acquire a school leaving qualification in this period, as the examination is taken in accordance with regulations applicable for German native speakers. Their lack of knowledge of German reduces their chances of free choice of a vocational profile and of integration into the world of work. That is shown by the education and training careers of *Seydou* and *Semiera*.

Seydou was born in Burkina Faso in 1984, and fled to Hamburg in 2000 as an unaccompanied underage refugee. When still in Burkina Faso he was employed as an unskilled worker at a fuel station after leaving school. In Hamburg he completed the preparatory class at the trade school for construction engineering, then switched to the vocational training college and completed various internships in the craft trade sector. He also worked at a volunteer work experience camp to find out his vocational interests. *Seydou* then started training as a glass and building cleaner. Examination of the market in accordance with the priority rule showed that there were no other candidates for this training. So despite the regulations, he was able to

get access to vocational training. But it was very hard for him, especially learning the written language in German. He was therefore only able to pass his Journeyman examination on the third attempt. That lengthened his training period by one year, which caused him great difficulties. Employment in his subsequent jobs was in each case terminated by his employer, for economic reasons. *Seydou* is now looking for a new job, and in the meantime he is preparing to take his driving test.

Another example is *Semiera*, who was born in Afghanistan in 1989, and fled from there to Hamburg with her family in 1999. She initially attended a remedial class at a Hamburg primary school, and then obtained her junior high school certificate at a primary/secondary school. Although she attended school in Germany for a number of years, and did a number of internships and a basic teaching qualification in the network, she found it very hard to overcome her language disadvantage as German is her second language. After three years training as a legal assistant, she failed the final examination. Thanks to individual catch-up teaching by the network project, she felt confident enough to take the examination again. However, she failed in one subject, so despite success in all the other subjects she had to take the whole examination a third time. That put her under enormous pressure, because a fourth attempt would not have been approved by the responsible Law Society. *Semiera* has now passed her examination, but for economic reasons she will unfortunately not be taken on by the law firm where she did her training.

These examples show that young refugees who come into the system as lateral entrants have great difficulty in following lessons at the vocational training school, and in passing the examinations. That is because the specialist teaching is often not linked with the language teaching, and the teaching staff are not trained to relate their subject teaching to teaching German as a second language. Neither the vocational school nor the companies provide individual support in the course of training.

3.3. From exclusion to inclusion? Hamburger integration policy under review

The community initiative EQUAL made it possible for the first time to include tolerated refugees and asylum seekers in programmes and activities for vocational integration, under the regulations of a restrictive, exclusion-oriented refugee policy in Germany. As the successor to GI EQUAL, the Federal Ministry of Labour and Social Affairs launched the

“ESF federal programme for employment market support for persons with leave to stay and refugees with access to the labour market” in 2008. The first funding round (2008-2010, with a programme volume of about EUR 34 million) gave considerable success. Of the 11,400 men and women involved, more than 50% of those contacted were placed in mainly regular employment, or in a dual training contract (Johann Daniel Lawaetz Stiftung 2011). Since November 2010, 28 networks (about 230 individual projects) have been launched in a second funding period, and provide advice, coaching, training, placement and public relations on a regional level. The programme volume of some EUR 50 million is to support refugees up to the end of 2013, helping them to increase and secure their chances of integration in the labour market.

For about ten years now, a very slow process of paradigm change has been proceeding in Hamburg for this group, helping them to overcome their disadvantages in education and the labour market. To promote the transfer of practical experience to policy making in Hamburg, results and recommendations are input as regularly as possible into current political debate. Although the Hamburg Senate has supported the activities in this field since 2002 in a manner which is exemplary for any administration in Germany, there is still a lot of work to be done to establish inclusion of this group on a long-term basis. The municipal and local authority integration concepts in Germany are still designed only for those immigrants who have secured status of stay.

In view of the political paradigm change, it is urgently necessary to give refugees not only humanitarian support and a chance to participate in special programmes, but also regular opportunities for integration. Modification of the integration policy models, as set out in the National Integration Plan, and as required by the EU regulations, would make it possible to overcome the artificial separation between different groups of immigrants.

Provision of education and training for refugees gives benefits for the public purse. However, fiscal arguments have so far been ignored by the politicians. In Germany there have been financial analyses available for many years, showing that increased integration would give a positive overall economic impact, considering the fiscal burdens and the fiscal relief it would provide.

Example: The rural district council of Hersfeld-Rotenburg in Hesse has analysed the cost impact within the municipal administration, and calculated the saving of funds by integration

of refugees in the labour market, using the example of “intercultural case management”. Analysis of real cases of refugees and asylum seekers showed that out of 400 persons, about 200 were placed in training and employment, in a period of 25 months. These were persons who received advice and placement in the framework of intercultural case management. That enabled the municipality to save more than EUR 200,000 which would otherwise have been payable in regular benefits and pro-rata costs of housing provided by the municipality (Kreisausschuss des Landkreises Hersfeld-Rotenburg, 2010).

Cooperation with strategic partners, in particular the specialist ministries and the Employment Agency, and with numerous business companies, resulted in a range of initiatives being launched in Hamburg to raise awareness for inclusion of this target group. In keeping with the programme specification, this networking was associated with continuous “vertical mainstreaming” for transfer of good project results, with the involvement of the administration. That was accompanied by the goal of getting the administration to take up innovative developments and to initiate changes at the political level, which would then ensure that the innovative developments would become the regular case (mainstream) (EQUAL glossary). Numerous specialist conferences were held, giving a platform to refugees in the process of training, and to their employers. The networks repeatedly confronted Members of the Hamburg Parliament and of the Bundestag with project successes, and also with problems, and called for political support and statements. The dialogue between academics and representatives of practice, and networking at Federal level, also helped to put the spotlight on “Vocational integration of refugees” in Hamburg.

“Thus networks are a specific form of ‘governance’, because networking of a range of players in civil society can produce potentially innovative, effective political results” (Schroeder, Seukwa 2007:220; Baumgarten/Lahusen 2006:178).

A start has been made – signs of inclusion of refugees

Even though Hamburg’s integration policy is still based on a concept drawn up in 2006, the “Action Concept for Integration of Immigrants”, which is not explicitly aimed at refugees, it is still possible to identify some indicators at the present time that show a change in the course of Hamburg practice, in the actions of government and administration:

- In Hamburg, up to 500 places per annum are funded for refugees in integration courses approved by the Federal Office for Migration and Refugees.
- The Hamburg programmes to support disadvantaged groups of young people in their training in Hamburg have also been opened for young refugees with tolerated status.
- The Hamburg ESF programme (European Social Fund) in the target area of “Regional competitiveness and employment” also implements the network project “Opportunities for refugees”, which is co-financed by funds from the Hamburg budget.
- The “Jugend in Berufsbildung” programme [Youth in Vocational Education] funded by the City of Hamburg to cover any funding gaps for trainees (for example due to high costs of rent) is currently not available to refugees until they have been resident here for at least four years. Proposals for adaptation of the programme are currently being examined by the Hamburg Ministry of Social Affairs, Family and Integration.
- The Ministry of Education and Vocational Training supports a coordinating office for “Networking of refugees and migration in Hamburg”. Its role in the context of further education, vocational training, transition to work and work training is to provide an overview of qualification programmes for adults. Networking of the responsible offices at agencies and authorities, and regular dialogue with the institutions that put the policies into practice, ensures improved exchanges between experts and coordination of existing funding programmes.

The Hamburg Senate decided in its working programme to continue and re-focus the Action Concept for Immigrants of 2006.⁸ The intention is to achieve intercultural opening of specialist policies, that is to introduce mainstreaming, putting the target group of people with migration background into focus in all concepts, programmes and activities. An “Integration” steering group was set up, chaired by a top representative of the Ministry of Labour, Social Affairs, Family and Integration. Participants in the coordination and advisory bodies were informed that, from now on, refugees were to be included in formulation of goals, measures

⁸ October 2011

for target achievement, and definition of success criteria in the individual areas. A document on this subject, to be presented to the Hamburg Parliament, has been announced for mid 2012.

4. Good practice experience

The effectiveness of individual integration measures for disadvantaged groups can be increased if conducted in a network. Carefully tailored, needs-oriented support encourage easy-access entry for participants – as demonstrated by the educational biographies presented here – and a flexible concept is also important. An arrangement with various sub-projects in a project group makes it possible to implement an integrated approach. Harmonisation of the individual programmes within the overall concept increases the chances of success of all the programmes, by setting up a broader range. Cooperation between ‘refugee-oriented’ establishments and ‘company and labour market oriented’ facilities with mutually related offers and contacts ensures access to the programmes, and provides a modular system of entry-level and skill building and placement offers at a high level of qualification.

There are two networks operating in Hamburg, that is SAFE HAVEN Hamburg and ‘Opportunities for Refugees’, both of them with many years of experience in vocational education and training. They have shown that well tailored measures provide good responses to the problem situations which many refugees and asylum seekers bring with them due to their biographies. The two networks, funded by different programmes (Federation and Laender) – work in close cooperation, and their programme concepts are well coordinated to one another. So there are offers of counselling, coaching, placement in employment and training, training preparation and supervision, qualification and application training, placement in internships, and continuing education for multipliers, to facilitate integration of refugees in the employment market. Some examples of practical approaches are presented below.

4.1. Individual support in transition to training and employment

The academic monitoring of network operations in Hamburg has shown that the success of education and training depends very much on whether the education and training organisations take account of the overall life situation of the refugees. There is a close relationship between the life situation of the refugees and their possibilities of seeking and acquiring education and training. They need not only an improvement in their legal status, but also financial security. Full social support should be made available, and housing conditions improved, and optimal medical care provided, so that they can successfully complete their education and training (Schroeder, Seukwa 2007: 265). The sub-project “Training supervision by mentors” is a model which implements this principle in concept and methods:

1. Country/City
Germany, HAMBURG
2. Project/organisation
<p>Project: Educational support by mentors</p> <p>The Mentor project is a sub-project in the Safe Haven Hamburg project “FLUCHTort Hamburg Plus”.</p> <p>Contact</p> <p>basis & woge e.V.; Steindamm 11; 20099 Hamburg; Phone: +49 (0)40-39 84 26 0</p> <p>Responsible for project: edith.kleinekathoefer@basisundwoege.de</p> <p>Project assistant: ilka.tietje@basisundwoege.de</p> <p>Organisation</p> <p>basis & woge e.V. is a non-profit, state recognised organiser of social services in Hamburg. The main focus of the work is on the intercultural aspect and on working with particularly marginalised young people, regardless of their national roots. Alongside further education and advice for multipliers, in social work and consulting for people with a migration background, basis & woge e.V. has set up a wide ranging programme. It includes youth apartments, open offers, and health support, training projects for refugees and young adults with a migration background.</p>
3. Illustration of practice
<p>Situation</p> <p>In the past years, the education, social and employment policy related to refugees was characterised by considerable restrictions. People in asylum processes and “tolerated” persons were excluded from many areas of society – young people did not have unrestricted access to general education or vocational training, they were not put in the same position in terms of benefits under the Children’s and Young People’s Support Act, most of them were unable to get a work permit, and approval for training was practically never given. They were not included in funding programmes relevant to the labour market. This meant that many young and adult asylum seekers and refugees were excluded from education and work for long periods. A change in policy has now started. Tremendous legislative barriers have been removed with the amendments to the Immigration Act and the implementation and extension of the right-to-stay regulations.</p> <p>That is the context in which the “Educational support by mentors” project was set up, bringing refugees together with social work students. The pairs are chosen in such a way as to find a suitable mentor for each of the mentees. For example the mentor may have lived in the country of origin of the mentee for some months, or the mentor may have learned the same profession, or both of them are Moslems, or both had/have major problems with their parents. That promotes the exchange of experience and the giving of support. This is about all areas of life that need stabilisation, so that the mentee is enabled to continue and complete the training.</p> <p>This form of support is described in educational science by the term “everyday support” (Prof. Dr. Louis Henri Seukwa). That makes it possible to get far reaching insights into the life situation of refugees, which is characterised by fear of deportation, poor housing and living conditions, lack of orientation, and discrimination. Mentoring makes it possible to get an overview of this life situation as a whole in the course of time, and thus permits an appropriate response. What then happens in mentoring may vary widely – it could be support at school, reflections on their own religion, accompanying them to a court hearing, going to a cinema together, or holding a joint discussion with the training instructor. This is about a contact which may but is not required to encompass all issues in life, and which does not impose anyone else’s views. All the activities of the mentors vis-à-vis third parties are effected in consultation with the mentee, and there is a duty of confidentiality, in order to create a basis of trust. The mentees feel safe with this form of support, because they have someone to talk to about all their concerns, and do not have to go and seek out the right source of advice. This contact also gives them an insight into the life of a German, or of someone who was born here (many of the mentors have a migration background themselves), and in some cases this is their only contact with a “German” person. This intensive contact also gives them an insight into the life of a student, and may thus open up ideas for their own future.</p> <p>The students enter into a voluntary commitment, and get continuous support by professional staff of the</p>

organising body after selection of the mentor. The tasks of the professional social worker include:

- Selection of the mentors
- Advising young refugees on training and qualification, and if appropriate transferring them to mentoring
- Advice to and training of mentors, for example on right to stay, on vocational training, on general equal rights legislation, etc.

The mentor project is designed not only to support the mentor/mentee couples, but also to advise young refugees in transition to training and qualification, and to place them appropriately. Where necessary, they transfer to mentoring.

The mentor project is accompanied by network structures which also enable the mentors to get further help and information on the possibilities from the network partners, and to get more insight into the diversity of practice.

To ensure factual training of the mentors, cooperation with the University of Applied Sciences, that is specifically with Prof. Dr. Louis Henri Seukwa, has been regulated in a Cooperation Agreement. Thus Prof. Seukwa organises meetings in the course of these studies to reflect with the mentors on the theoretical and practical issues associated with everyday support.

4. Most important milestones

The initiation of a project in which refugees and social work students are brought together as “mentor/mentee pairs”. A “mentee” in this case is a young refugee undergoing vocational training or on the way to that, who has unsecured right of stay. A “mentor” for this project could theoretically be any student in the Social Work Faculty of the University of Applied Sciences. The mentors work on an honorary basis in this project, and receive only EUR 100 per month as reimbursement for their expenses (travel cost, costs of joint undertakings with the young person, telephone expenses, etc.). They normally finance their living expenses by a grant (BaföG¹), and almost all of them have a job on the side

5. Most important hurdles:

The major hurdles which young refugees have to overcome before and during their training include paying the costs of training, their housing situation, and the resulting difficulties in the learning context, and also language barriers.

If the young person is doing a dual traineeship, he/she will receive a training salary, but this money is usually not enough to pay all the costs of living (rent, travel costs, food, learning and working materials for training, working clothes, etc.). He/she has to put in a whole range of applications to get supplementary benefits, and it is practically impossible to that effectively without support, because he/she does not know all the possibilities available, or the application procedures are complicated. If the young person is doing in-school training, the funding possibilities have to be examined and applied for.

The housing situation at the start of and during education often makes it difficult to achieve the required school performance to complete training successfully. Placement in accommodation is often characterised by the presence of a large number of unfamiliar people in a very small space, without any chance of withdrawing and without any private space. Often there is no calm workplace where the trainee can prepare or do follow-up work on the teaching at the vocational school. It is practically impossible for him/her to do any learning outside of the times at the vocational school/training company.

Dealing with language barriers, both in the spoken and written language, is dependent on support during training. The programme of support provided by the state (remedial teaching in small groups) has to be applied for, and often it is not enough, because that cannot provide the necessary individual learning support. Additional support through private-sector remedial teaching is needed for successful completion of the training. That means it is necessary to find suitable people to give this teaching, and to obtain the necessary funding. These additional hours require strength, energy and good organisational planning by the trainee to manage all this.

Although German is the second language for the trainees, they have to do the tests and take the examinations under the same conditions as the young people who grew up in Germany. They are not entitled to more time, and they are not allowed to use a bilingual dictionary to help them in doing the tasks set in the examinations and

¹ Bundesausbildungsförderungsgesetz (Federal Training Funding Act)

tests. They will lose marks for spelling errors when their work is assessed.

6. Networking partners (local, which types of organisation)

- Partner in the SAFE HAVEN Hamburg Network (FLUCHTort Hamburg)
- Jobs Agency (Agentur für Arbeit)
- team.arbeit.hamburg – Hamburger Arbeitsgemeinschaft SGBII
- Ministries of the City of Hamburg
- Hamburg Chamber of Crafts
- Hamburg University of Applied Science, Department of Intercultural Education
- Diakonisches Werk and Refugee Adviser of the North Elbe Church
- Institutions of Refugee and Migration Work
- Various Hamburg companies

Edith Kleinekathöfer, Ilka Tietje, basis & woge e.V.

This relationship with practice is also valuable for students at the Hamburg University of Applied Sciences (HAW), providing useful experience and preparation for subsequent exercise of their profession in social work. This contact gives them valuable insights into the life situations of refugees, relating this to reflection on their own life development and situation.

“I am Franziska W. I am 23 years old and a student of social sciences in my 6th semester at the Hamburg University of Applied Sciences. For the past nine months I have been working with Allieu (27 years old) in the framework of the project “Training support for refugees by mentors”. Allieu is now doing his second year of training at a high-class restaurant located at Rödingsmarkt, for qualification as a chef. I was selected to support him due to my many years of experience in restaurants, and we were introduced to one another last autumn.

We set the goals of mentoring at our kick-off meeting. The focus of our cooperation was on support work at the vocational school and at the restaurant, in family matters and in his contacts with the authorities. Apart from improvements in his performance at vocational school, the primary goal of our mentor-mentee relationship is to keep his traineeship going. Allieu receives training grants for this purpose, and otherwise he has a great deal to do. I am not very flexible in terms of time, either, as I have three part-time jobs.

So after we have solved the weekly problem of finding a time to meet, we take an average of 90 minutes per week to discuss the current situation in his training restaurant and at his vocational training school, or talk about both the positive and the problematic sides of his private life. It is not unusual for me to get a phone call or text message in the evening, where Allieu reports the latest news or events. Depending on the situation at the time, we mostly arrange a meeting at short notice in a café, or I collect him from his training restaurant at the end of working time, or go with him to the authorities. Although Allieu is highly motivated, willing to make an effort, and very interested in training to become a chef, a lot of problems have come up in the training relationship in recent times. The main issue at present is therefore the risk of losing his training place, and how he should react to problem situations in restaurant operation. Allieu needs psychological support here, to motivate him and to work out alternative solutions with him. So at present we are looking for a new restaurant where he can complete his training with a positive outcome.

My task of providing everyday support to Allieu is enriching for me in many respects. It widens my pedagogical skills, particularly with respect to establishing a professional, trusting mentor-mentee relationship.” Franziska W., Mentor in the project “Educational support by mentors”

4.2. Strengthening cooperation between school and out-of-school organisations

It is by no means self-evident in Germany to have institutionalised cooperation between vocational schools, working under the cultural authority of the Laender, and independent organisations, which fulfil state responsibilities in social work on behalf of local authorities, Laender or federal authorities. The funding system at the transition between school and employment in Hamburg is split into separate systems, and that often makes it hard for those affected to bridge the gap. In many cases the barriers are difficult for school students and trainees to overcome because of lack of transparency with regard to who is responsible for what, because of lack of information on the funding sources available, because of differences in working practices of the institutions involved, and because of their different knowledge of the life situation of the people seeking advice. That applies particularly to refugees and asylum seekers, who have considerable competitive disadvantages compared with other young people. This circumstance is to be compensated at least in part in the framework of the network activities of SAFE HAVEN Hamburg and “Opportunities for Refugees”. The

example given below shows that new forms of cooperation can be developed to improve the joint efforts for placement of young refugees in training or to open up further opportunities for them to continue their school education.

1. Country/City
Germany HAMBURG
2. Project/organisation
<p>Project: Opportunities for refugees</p> <p>Opportunities for refugees is a network project by basis & woge e.V. and verikom - Verbund für interkulturelle Kommunikation und Bildung e.V. in cooperation with the Hamburg Institute of Vocational Training (HIBB).</p> <p>Contact:</p> <p>basis & woge e.V.; Steindamm 11; 20099 Hamburg; Phone: +49 (0)40-3984260 Project management: franziska.gottschalk@basisundwoge.de</p> <p>Organisation:</p> <p>basis & woge e.V. is a non-profit, state recognised organiser of social services in Hamburg. The main focus of the work is on the intercultural aspect and on working with particularly marginalised young people, regardless of their national roots. Alongside further education and advice for multipliers, in social work and consulting for people with a migration background, basis & woge e.V. has set up a wide ranging programme. It includes youth apartments, open offers, and health support, training projects for refugees and young adults with a migration background.</p>
3. Illustration of practice
<p>This sub-project by basis & woge e.V. is aimed at juvenile and young adult refugees who are interested in qualification, employment or training. The focus of the project is aimed at school students in the preparatory classes for migrants (VJM) at vocational training schools.</p> <p>Basically there are three fields of action:</p> <p>1. In-school educational and advisory modules for transitional management in the school leaving year:</p> <p>School students in the preparatory classes for migrants (VJ-M courses) are the main target group for the project. Young refugees with insecure status of stay are given schooling in Hamburg in the two-year in-school training course “VJ-M”, which aims to take them to the level of secondary school leaving certificate. Most of the students in VJ-M classes have little knowledge of German, and some of them come from families with a poor educational background. The project provides support provisions for transition management at the relevant schools. It provides regular counselling directly at the school location, in cooperation with the schools. These counselling sessions are held either in the class group or in individual interviews, depending on the subject. This counselling is based on an intercultural approach. It starts in a school class, mostly on the first school day of the last year of school. Brief counselling sessions held at the school are then continued with the participants at the external location of the project. A systematic cooperation relationship is built up and continued with the schools concerned.</p> <p>A comprehensive series of workshops is held at a selected school location, with the final year classes in cooperation with their teaching staff, on transition from school to work. The school teaching staff are involved in this project with specific teaching courses. The project is thus a fixed part of the school programme. Regular meetings are held with everyone involved to ensure close exchanges between school and project.</p> <p>A workshop series comprises three units (vocational orientation; experience of the world of work; job application training), each of which is made up of several modules. The workshops are conducted in close cooperation with the respective teaching staff. Design of the workshops is based on the individual needs and learning levels of the respective classes and the individual students. The goal of the workshop series is to give the students specific ideas of their work perspectives after leaving the school, and to draw up a realistic vocational plan.</p>

The workshop programme is complemented by innovative approaches to work with parents and work with role models.

2. Placement and support for young people in appropriate programmes

In parallel to the workshops and short counselling sessions at the schools, the students also have access to individual training and employment preparation counselling/coaching. Experience shows that individually adapted placement often takes more than just one school year. This form of counselling is therefore available not only to current school students, but also to students who have already completed their schooling.

Students get placements in keeping with their abilities in training and or employment, with supporting or remedial teaching. The project staff help to find individually appropriate internships and training companies. They also provide support once training or employment has started, up to the completion of the probationary period, in order to avoid drop-outs. They maintain constant, direct dialogue in order to clear up any conflict situations at the workplace and avoid possible future conflicts. Either the company or the participant can call on the project to mediate in any conflict. The project also raises awareness in the companies identified for training, by counselling and support for intercultural opening, and for issues of discrimination on the grounds of religion or ethnic origin.

3. Social advice and support

The main focus of counselling is on social issues and social work and teaching, which are key elements in the project. They address matters related to rights of residence and work permits, and also financial issues; they also address the individual psychosocial situation of the students. They take a holistic view, so that counselling can be designed to fit the life situation of the student. They work with resource-based orientation, to help the students find ways to stabilise their life situation, which is essential for their integration in the labour market.

4. Most important milestones

- One of the key factors is active involvement of the teaching staff in the project work. This cooperation helps to identify the individual needs of the students better, and to draw up realistic vocational training plans in good time. This cooperation with the teaching staff enables the target group to get a much better sense of the relevance of vocational integration in everyday school work. It makes it possible to strengthen and maintain the individual abilities of the students, which in turn helps to stabilise the target group. This project helps to close the gap in transition management for less qualified young people.
- An innovative module in this project is that young refugees (former students at the school) who are already in further programmes/training, etc., are invited to the school classes as experts. They report on their educational career, and can act as successful role models for the students to plan their own vocational progress. The visits by these "role models" can be prepared in regular teaching (preparation of questions, finding out about the guest's vocational area in advance, etc.).

5. Most important hurdles:

In some cases the young refugees are prevented by their poor housing situation from making full use of their learning potentials. The housing situation may be problematic because of a large number of people from different origins living in the accommodation without enough rooms for them to be able to withdraw. There are always two sharing a room, and families have little more space. Any existing mental conditions may become worse due to the unfavourable housing conditions.

Many of the young people receive funding from social security. But there is a special condition in the German system under the Asylum Seekers Act, which regulates the granting of (reduced) social benefits for certain foreigners. The resulting financial disadvantage for the target group means that these young people are often not able to eat a balanced, healthy diet. They are short of money for school materials, and they can make use of remedial teaching only where it is available free of charge.

6. Networking partners (local, which types of organisation)

The most important networking partners, and their roles, are as follows:

- Jobs Agency and Hamburg Ministry of the Interior: clarification of individual rights of stay and work.
- Safe Haven Network "FLUCHTort Hamburg PLUS II": cooperation in case-specific work and cooperation by joint networking.

- “Networking Migration Hamburg”: active participation of the project in networking to improve access of refugees to the labour market.
- Hamburg Institute of Vocational Education (HIBB), together with three vocational training schools H15; G19; G20: These schools currently provide refugees and asylum seekers with teaching, and have a need for counselling, support and coaching on vocational orientation, job application training, or support to prevent drop-outs from training.
- Counselling agency flucht•punkt and law firm Steindamm 91: joint work on questions arising from social counselling, rights of stay and work, and debt regulation.
- Pedagogical/therapeutic Centre: joint handling of questions from the teaching and psycho-social areas (e.g. traumatisation).
- Chamber of Crafts and PlusPunkt gGmbH: support in setting up new contacts with companies.
- A large number of contacts have been built up in the past with Hamburg companies, and that is a good basis for placement in internships, training and employment. These are being maintained and expanded.

Franziska Gottschalk, basis & woge e.V.

4.3. Local authority concepts for language promotion

The Hamburg Ministry of Labour, Social Affairs, Family and Integration set up a programme in 2008 for supplementary language teaching, paid for by funds from the Hamburg budget. Certain “integration courses” conducted by organisations in Hamburg and funded by the Federal government, also include refugees and asylum seekers, and the funding of their places is provided by the City of Hamburg. This ensures that refugees and asylum seekers can be integrated in the existing courses. This programme is exemplary in Germany.

1. Country/City
GERMANY Hamburg
2. Project/organisation
<p>Hamburg Ministry of Labour, Social Affairs, Family and Integration, Hamburger Strasse 47, 22083 Hamburg. Martin Garske, martin.garske@basfi.hamburg.de. Tel. +49 40 48 63 6017. The Ministry takes the lead role in implementation of the Hamburg Integration Action Concept.</p> <p>Flüchtlingszentrum – Zentrale Information und Beratung für Flüchtlinge gGmbH (Refugee Centre – Central Information and Counselling Centre for Refugees) is a non-profit organisation run by Arbeiterwohlfahrt (national industrial welfare organisation), Caritas and the German Red Cross. The programmes of the Refugee Centre target refugees, asylum seekers and people with unsecured status of stay in Hamburg. Those seeking counselling receive individual and comprehensive advice on asylum questions and law relating to foreigners, and on work, qualification and training, and support in individual clarification of perspectives. Those interested in returning to their countries of origin are given individual advice on the possibilities and prerequisites for voluntary return to their home countries.</p> <p>Flüchtlingszentrum</p> <p>Zentrale Information und Beratung gGmbH</p> <p>Adenauerallee 10, 20097 Hamburg, Germany</p>

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3. Illustration of practice	
<p>Initial situation</p> <p>Participation in German courses for immigrants with long-term right of stay in Germany was regulated by law for the first time from 01/01/2005 (AufenthG). Thus from 2005 onwards, new immigrants with insufficient knowledge of German have a right to participate in an integration course. If their German knowledge is insufficient, their participation can even be officially ordered (by the Aliens Authority, or the organisations for basic social security of job seekers – this includes immigrants who have been in the country for a long time and still have integration needs).</p> <p>The integration course is split into a German language part, comprising a basic course and a more advanced course, and a social knowledge part (orientation course) to give knowledge of the laws, culture and history of Germany. There are general integration courses with 600 teaching units (“normal learner courses”) and integration courses for special learning groups such as women, or parents, or illiterate learners, comprising 900 teaching units. The orientation courses comprise 45 teaching units. The courses are funded by the Federal Office for Migration and Refugees (BAMF). However, the law avoids reference to migrants who have no residence permit or only a short-term right of stay (residence permit must be valid for more than one year, or must have been in existence for at least 18 months). That means there is no provision for asylum seekers and tolerated persons.</p> <p>Since spring 2008 there has been a regulation in Hamburg to close this gap – since the beginning of 2009, immigrants with insecure status of stay, who do not have access to the integration courses, can participate in German courses. The “German courses for refugees” programme is funded as additional language promotion from the budget of the City of Hamburg.</p> <p>Implementation</p> <p>The “German courses for refugees” programme provides 500 places for participants in the first 3 budget years, whereby parents with children aged 3 years or more have priority.</p> <p>The Refugee Centre was given the task of handling this project, learning counselling, and placement in the German courses.</p> <p>In this context, the staff of the Refugee Centre first check the participation entitlement of people expressing interest; then they provide learning counselling and explain the scope, type and goals of the course. Then a grading test is conducted in accordance with the specifications of BAMF for integration courses. Course placement based on the test result is done by the Refugee Centre. Placement is made exclusively with Hamburg course organisers that have given their written declaration of willingness to cooperate in the “German courses for refugees” project and have given their assurance that they will comply with all the quality and procedure rules stipulated by BAMF for conduct of integration courses. Placement is effected rapidly, and where possible close to where the refugee is living.</p> <p>In the event that the refugee has to make a longer trip to get to the course, a travel expenses grant is given and paid out monthly by the Refugee Centre for the duration of the course. Placement is effected taking account of any need for childcare. The costs of childcare are borne by the project.</p> <p>The course participants are also given counselling by the staff of the Refugee Centre. Participation in the courses is free of charge for the refugees. When they reach level B1 (Common European Framework of Reference), the costs of the German Test for Immigrants (DTZ) are also borne by the Refugee Centre.</p>	
4. Most important milestones	
<p>To the best of our knowledge, this project is unparalleled in Germany in its form and scope. Other states of Germany have expressed their interest in using this approach.</p> <p>The Refugee Centre itself is an organiser of a sub-project within the Hamburg network FLUCHTort HAMBURG PLUS (SAFE HAVEN HAMBURG PLUS) and cooperates closely with the network. There is</p>	

close coordination between the Refugee Centre and the training sub-projects of the network, with the goal of making the transition as seamless as possible from the German course for refugees to other programmes, in particular the other German courses of the network project, and vice versa.
5. Most important hurdles:
<p>Unlike the integration courses described above, the German courses for refugees comprise only 300 hours.</p> <p>A requirement for participation in these courses is that the person is registered as resident in Hamburg, and has a right of stay or tolerated status with validity of at least 6 months, or a residence permit pursuant to Section 25 para. 5 for not more than 1 year. Thus right of access to the integration courses of BAMF excludes participation in this project. Where right of residence is confirmed, the hours completed in the framework of this project are not counted towards the integration course hours of the BAMF programme.</p>
6. Networking partners (local, which types of organisation)
<ul style="list-style-type: none"> • Networks FLUCHTort Hamburg (Safe Haven Hamburg) • Chancen für Flüchtlinge (Opportunities for Refugees) • Hamburg organisers conducting the integration courses

Lotfi Benbrahim, Zentrale Information und Beratung gGmbH

The programme is an important additional module in the range of funding programmes already provided by the network projects. Combination with the language courses provided in the networks, differentiated for various levels, gives a chain of support which satisfies the widely differing levels of knowledge of the participants.

4.4. Training for employment and for living in Hamburg

Other modules are qualification programmes which build on the first language programmes. They are likewise a part of the support chain, and are illustrated below. Success is dependent on the programmes being flexible for the different starting levels of participants, and accompanied by individual coaching and systematically adapted language teaching, aimed both at the elements that are particularly relevant to refugees and to their employment prospects (Beckmann-Schulz et. al 2007). It is also important to develop and give training in the basic skills needed for communication at the workplace (Beckmann-Schulz et. al 2011).

1. Country
Germany HAMBURG
2. Project/organisation
<p>Vocational skill training for refugees</p> <p>“Vocational skill training for refugees” is included in various projects by verikom:</p> <p>“AQUABA for refugees” was a networking project run by basis & woge e.V., the international Diakoniecäfé</p>

why not? and verikom – Verbund für interkulturelle Kommunikation und Bildung e.V. (Intercultural Communication and Education Association).

That has led to development of the project “**Opportunities for refugees**”, a network run by basis & woge e.V. and verikom in cooperation with the Hamburg Vocational Education Institute (HIBB).

“**COACH**” is a part of the SAFE HAVEN Hamburg PLUS II network.

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verikom – Verbund für interkulturelle Kommunikation und Bildung e.V. is a non-profit, state recognised organisation for counselling and training for migrants. verikom is one of the city’s integration centres, and is funded by the Hamburg Senate as a regular provision.

verikom conducts language courses (integration courses), literacy and computer courses, events and further education programmes, and promotes active engagement of migrants and refugees in their districts and in the labour market, with various projects. The counselling programme of verikom includes general advice for migrants and refugees, language learning advice, and intercultural counselling for victims of domestic violence and forced marriage.

3. Illustration of practice

Since 2001, verikom has been involved in Hamburg networking in various projects, for vocational integration of refugees whose right of stay is unsecured.

In the first years of this work, training measures were developed specially for female refugees. They included basic training for the areas of health care and teaching, and also multiplier courses for IT and languages (e-qualify). The AQUABA project was then developed for refugees.

At present verikom is working on two sub-projects, in the framework of the Hamburg network “SAFE HAVEN Hamburg Plus II” and “Opportunities for refugees”. They are part of a modular system run by a number of Hamburg organisations to promote vocational integration of refugees.

The goal of both these projects is to improve the labour market opportunities for refugees. They use a carefully coordinated chain of support measures, starting with literacy courses and beginners’ language courses, and moving on to Europe-wide recognised certificates of German language ability, and computer courses, giving the refugees ideal entry to the training modules, and to appropriate further qualifications. These programmes are supported by social counselling, support in applications, and coaching for applications for and use of internships. Empowerment of the refugees is a key factor in the work, both in coaching and in the teaching programmes.

Finally, a key part of the projects is “**Vocational skill training**”. This component was developed in the qualification projects by verikom towards the end of the second EQUAL funding period (2005 - 2007) (e-qualify and basic training pedagogy). Those responsible for the current funding programme of the Federal Ministry of Labour and Social Affairs made some changes in the programme and the concepts. The goal was to ensure that participants, most of whom were subject to the “right of stay” regulation at the time, were prepared for the labour market as quickly as possible, after they had been excluded from the employment market for many years by the regulations under foreigners law and labour law.

After this first trial period, the Vocational skill training programme was further developed in the project AQUABA for refugees (2008-2010), funded from the Hamburg ESF programme, and is now used again in the project “Opportunities for refugees”.

The Vocational skill training programme gave participants an introduction to important aspects of the labour market, and at the same time improved their presentation skills and their self-confidence. The vocational skills training included identification of competencies and vocational orientation, labour market research, preparation of application documents, training for application situations including video recordings and presentation exercises, vocational German language teaching with exercises in writing, speaking and in vocabulary, communication for the world of work including telephone and voice training, and information about the German employment market. The programme also included several weeks of IT training for preparation of digital documents, and training for employment market research. Participants also did a four-week internship in the primary labour market, as an integral part of their course. Before, during and after the internships,

monitoring and support was provided both to the interns and to the companies where they were placed.

These training programmes are conducted twice a year, and have been constantly further developed and adapted to the respective needs in terms of contents and individual learning situations. The main emphasis was on internal differentiation, orientation for action and practice, intercultural learning, and orientation towards the special life situation of refugees. Participants were given practical preparation for the world of work, by their own exploration of vocational fields, by targeted telephone and communication training, by research exercises and role play. Possibilities of social engagement were also presented in this framework, for example by civic and cultural units, by library visits, and by visits to trade union offices.

The training materials were mostly developed specially for the course. The methodology was based on the recommendations and teaching principles set out in the “Manual on second language training with asylum seekers and refugees”, which was developed in the second EQUAL funding period together with transnational partner organisations of SAFE HAVEN Hamburg PLUS.

The training took an intercultural approach. The communication forms, social values, modes of working, and also materials and conflict solution methods, were analysed from this perspective. Specific “intercultural training” was conducted to raise awareness of participants, and to build their confidence in handling differences and coping with forms of discrimination.

Two further methodological modules contributed to empowerment: the forward-looking group coaching, and a form of ‘mind based stress reduction’ which was specially developed and adapted for this target group. That provided a means of psycho-social stabilisation by means of mental training, to cope even with very difficult life conditions.

The current Hamburg ESF project “Opportunities for refugees” supplements vocational training by a preliminary German language course at level B1, in order to achieve more equality in the level of language skill of participants, and to improve their chances of integration in the labour market.

4. Most important milestones

Continuous learning supervision, tests and evaluations after the end of internship and training, both with the teaching staff and with participants, were used to ensure constant monitoring of quality and effectiveness of the programme for everyone involved. Nevertheless, evaluation of the success of vocational skill training is often hard to achieve with participants directly after the end of the course, because there are still many obstacles to access to the employment market in Germany for this target group.

However, it was clear from project-internal evaluations that participants gained not only knowledge of the contents of the course, but also greatly increased their self-confidence. The vocational skill training accompanied by counselling and coaching gave the refugees new perspectives, and helped to stabilise their situation. During the internship, the refugees were often able to see that they could be active, useful and respected members of society. For this short period, they were able to put aside the forced passivity imposed on them in terms of employment, and that enabled them to gain in strength and sense of being recognised.

Some of the former participants in vocational skill training from previous projects have now found employment or a training place, or have successfully completed their training.

Cooperation with a number of companies, which made internships available for the target group of refugees, made it possible to achieve the first steps towards intercultural opening of the labour market and awareness raising for the life conditions of people with unsecured right of stay.

5. Most important hurdles

Refugees with unsecured right of stay are living in difficult circumstances – uncertain perspectives of stay, and constant fear of being deported, toleration status often extended only for a short period at a time, often difficult, cramped housing situation in refugee accommodation, precarious financial situation (Asylum Seekers Benefits Act), lack of recognition of qualifications and certificates, exclusion from many areas of life, lack of participation possibilities, limited labour market access, and experience during flight, in some cases with traumatisation from experiences then – these are just some of the problems that participants had to struggle with.

On average, only about one third of participants have a work permit. One of the reasons for that is that refugees often do not have a passport, without which they will not normally be granted a residence permit. That sometimes leads to frustrating experience, if participants are offered a job following their internship in a company but the Foreigners Authority refuses to grant them a work permit. This shows the paradoxical situation

that one authority helps refugees with an employment market programme, and another prevents the long-term success of this programme by putting obstacles in the way.
6. Networking partners (local, regional, national level)
<ul style="list-style-type: none"> • Employment Agency and Ministry of the Interior: clarification of individual conditions for rights or residence and work. • Hamburg alliance FLIGHT MIGRATION education – work: active participation of the project in networking to improve the access of refugees to the labour market. • Counselling organisation flucht•punkt and refugee centre Hamburg: joint response to questions related to social counselling, rights of residence and work, and debt management. • Chamber of Trades: support in making new contacts with companies.
7. Products available in which language? Place of finding – link to web-sites
Beckmann-Schulz, Iris et. al, passage gGmbH (2007): EQUAL LANGUAGE. Manual on Second Language Training with Asylum Seekers and Refugees. Hamburg. www.fluchtort-hamburg.de

Katerina Hibbe, verikom

Language skills are a key component for success in vocational learning and activities in the world of work today. Experts in vocational second-language teaching and vocational education and training for migrants refer to the need for additional support, supplementing the regular provisions of vocational education and training, so that the programmes and measures can be aligned better to individual needs and increase the prospects of success for participants with different mother tongues (Bethscheider et al. 2010).

Experience from practice also shows that vocational education and training is not only relevant for the employment market, but also has an important social function, helping people to develop their own strengths and to play an active part in society. Vocational education & training and policy are always more than simply qualification and policy for labour market integration. Involvement in vocational education and training also has a socialising effect on participants.

5. Summary and recommendations

Ten years of practical work in vocational integration of asylum seekers and tolerated refugees in Hamburg has resulted in a great deal of knowledge, giving in-depth insights into the life situation of refugees.

Many business companies have recognised the potentials of young refugees, and see their high level of motivation and multi-lingual skills as an advantage for the company. At the same time, it is evident that certain ethnic groups are subject to rejection. That is shown by discrimination in the labour market. A study by IZA (Institute for the Study of Labor) at the University of Constance has shown in a field test that applicants with Turkish names received fewer positive responses from employers than applicants of German origin (Kaas, Manger 2010).

The future Action Plan of the City of Hamburg sets out a clear change in direction in its integration policy¹. It defines itself as “the Global City of Hamburg”, underlining enhancement of the intercultural processes of opening up in administration, and emphasising the diversity, shared values and solidarity of its people. It highlights a “We-Concept” (rather than a “Them-and-Us-Concept”) to work for an improved welcoming culture towards immigrants. Participation of refugees with perspectives of right to stay is likewise defined as a cross-sectional task. This policy of the City of Hamburg is exemplary for the whole of Germany. The new action plan calls for social inclusion of all individuals for social participation on a basis of equality; it will in future have to be measured by how far it succeeds in setting up integrational and vocational training concepts which are appropriate to make full use of the diversity of the users. It has to ensure that it deals with diversity and heterogeneity in such a way that it takes account of the specific life situations of refugees and asylum seekers more than in the past, because it is evident from analysis of practice and the development of the biographies described here that there are still significant exclusion mechanisms to be eliminated. That will require funding for practical work, and more intervention at institutional level.

¹ The future action concept is being prepared by the “Integration” steering group chaired by a senior executive of the Hamburg Ministry of Labour, Social Affairs, Family and Integration. The guidelines for this concept have been the subject of public discussion in Hamburg since March 2012.

Recommendations

The following recommendations are given for stabilisation of the programmes available in Hamburg and to improve the vocational integration of young refugees:

Monitoring – educational report on life situations of refugees

In keeping with the specifications currently applicable in the Hamburg Action Concept, “Monitoring” of integration policy measures and the social and educational reporting puts the focus on migrant groups having secured status of stay. It does not take account of asylum seekers or persons with ‘tolerated’ status, and those having leave to stay (refugees). Our experience shows that there is a need for development of a suitable data concept in order to analyse quantity and quality of the programmes available in Hamburg, and to identify any inequality and disadvantaging of these groups. Particularly with respect to educational planning, we believe it is important to collect data regularly on the educational participation of refugees in the various districts and schools, and to use the data for evaluation. The goal should be to prepare a qualitative, problem-related educational report, giving indications for action for the policy makers in education and vocational training in Hamburg.

Improving the transition system for young lateral entrants

In 2011 the Hamburg Senate put forward an Action Concept for implementation of the reform of vocational education and training in Hamburg (Doc. 19/8472 of 18.01.11). The transition from school to work is defined as a cross-sectional task for all school forms, but this concept does not take account of the training programmes BVJ-M and VJ-M, and it still fails to consider the specific learning conditions and needs of tolerated refugees. The VJ-M/BVJ-M programmes need to be harmonised in the transition phase ‘from school to employment’. The changes in the legislative framework conditions, and the change in the concept of Hamburg’s integration policy mean that the educational programmes should be changed in terms of their facilities, their curriculum and their timetable. A report on the educational situation of young refugees in Hamburg has been prepared by *Maren Gag* and *Prof. Dr. Joachim Schroeder* (Hamburg University), focusing on the development and public presentation of the “Refugee Monitoring” concept, and aiming to set up a monitoring process with regular reporting (Gag/Schroeder 2012). The report summarises the consequences of reform of vocational education for refugees living in Hamburg. It presents problem analyses on the structural and educational matching issues of the relevant courses, and illustrates organisational,

administrative and legal difficulties based on the educational careers of young refugees. The recommendations set out there are to be used for restructuring the courses.

What should be kept?

The network structures need to be kept, because experience in the Hamburg projects shows that they are viable, and that they help refugees without secured status of stay to participate in education and labour market integration programmes. After all, refugees are particularly dependent on stability of social relations, in view of their own biographical discontinuities. Interlinking of formal and non-formal educational courses in combination with specific counselling and support makes it easier for them to participate, because work is proceeding continuously on optimisation of the communication structures between the players and the relevant institutions. Funding is needed to consolidate the implementation phase and support these processes.

Raising awareness in Job Centres and Employment Agencies

A study by the Federal Ministry of Labour and Social Affairs, examining the effectiveness of the methods set out in the Social Code and treatment of migrants by the regular social services shows that the main problems for placement are inadequate knowledge of German among unemployed people receiving benefits under SGB II. At the same time, it is found that only 55% of respondents who indicated problems in spoken communication in German had attended a language course. It is necessary to make more use of the action reserves available at Job Centres and Employment Agencies to remedy this situation (Institute for Employment and Qualification 2009). The question of whether tolerated refugees and asylum seekers should be allocated to the Job Centres or to the Employment Agencies is dependent on the exact legal details of their status.² As this legal situation is extremely complex, it is important to conduct long-term awareness raising measures and continuing education of advisers and placement officials at these institutions, so that the people affected can make use of their rights to counselling and placement, and use the promotion instruments available.

² passage gGmbH (2009): Integration by employment and training. Advice for counselling and placement of refugees and persons with right of stay.

Hamburg calls for changes at Federal level

Most of the legal standards relating to improved vocational integration of refugees are decided at Federal level. So appropriate amendment proposals have to be made to the Ministry of the Interior and the Ministry of Labour and Social Affairs. It would be desirable for Hamburg to advocate the removal of legal barriers, to facilitate labour market access for refugees without a residence permit, and to prepare the relevant initiatives in the Bundesrat.

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ANNEX

Mapping City HAMBURG

<u>Formal VET System</u>	Do have Asylum-Seekers and Refugees ²⁹ access to VET (if/if not and how)	Structural obstacles – factors for success
<p>“Dual system”:</p> <p>Most of the vocational training is done in the framework of the Dual System. The training takes place at two locations – in a company and in a vocational school. As a rule it takes three years. The companies bear the costs of in-company training.</p>	<p>There are no further requirements for access to training in the dual system – it is in principle open to anyone. Migrants must have secured right to stay for the duration of the training. Work permit is needed.</p> <p>Participation of asylum seekers and refugees depends on their status and many details regarding individual characteristics (duration of stay, legislation on which the status is based...).</p>	<p>In the past, refugees and asylum seekers were systematically excluded from education and the labour market, but a paradigm shift in policy has been launched with the introduction of the “right to remain” regulation and the legislation for transposition of the directive into practice. However, it only goes part of the way, because participation depends on the duration of stay, and differs depending on status (‘tolerated’ status, residence permit, right to remain, etc.).</p> <p>Implementation of the carefully tailored funding programmes is proving successful, and is indispensable. The regular services at the Job Centres and the Job Agency have not yet adjusted to changes in legislation – these changes recognise specific disadvantages for refugees, and give them access to the labour market policy instruments (depending on their status). Business companies are</p>

²⁹ The terms refugees and asylum seekers in the context of the project include: individuals who have received a residence permit on probation according to the statutory “grandfather clause”(Altfallregelung); asylum-seekers; and “tolerated” persons (Geduldete).

		<p>not yet convinced, so there is still a lot of persuasion work to be done. In addition, business companies are faced with major bureaucratic obstacles in obtaining work permits for refugees and asylum seekers.</p>
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<p>Full-time vocational training schools (Berufsfachschulen): Give their students an introduction to one or more vocational profiles, or take them to a vocational preparation (one-year programme) or help their students to obtain the higher school leaving certificates. There are schools for commercial professions, and for foreign-language professions, for craft trades, for household management and social care professions, for healthcare professionals and for artistic vocations.</p>	<p>Free access for refugees and asylum seekers if</p> <ul style="list-style-type: none"> - enough German language competencies, - the required school leaving certificate is available - a work permit is not needed. 	<p>Funding is available to refugees and asylum seekers under the Federal Education Funding Act (BAföG) if they have had legal right of stay or tolerated status in Germany for four years or more (Art. 8 BAföG), provided that the young people are not living at home with their parents.</p>
<p>University sector (Hochschulbereich)</p>	<p>Access is available.</p>	<p>Funding is available to refugees and asylum seekers under the Federal Education Funding Act (BAföG) if they have had legal right of stay or tolerated status in Germany for four years or more (Art. 8 BAföG), provided that the young people are not living at home with their parents.</p>
<p>Transitional system for lateral entrants subject to compulsory schooling at the Hamburg Institute of Vocational Education</p>	<p>A special course is provided for migrants where the language of the country of origin is not German (preparatory year for migrants – VJ-M), where their status of stay is provisional (leave to stay or tolerated status); this course takes two years for full-time participants.</p>	<p>This course is equipped with fewer resources (lower assessment of needs – basic lessons, basic frequency); that means disadvantages compared with other lateral entrants.</p>
<p>Hamburg Vocational Training Programme (Hamburger Ausbildungsprogramm, HAP)</p>	<p>The Hamburg Vocational Training Programme (HAP) is mainly for young people who cannot obtain in-company training due to individual disadvantages, but who are expected to be capable of successfully completing company training with support, and can achieve rapid transfer to such training. This programme is open to refugees and</p>	<p>The age limit is 24 years.</p>

	asylum seekers.	
Second labour market programmes	Access is possible for a limited group who receive benefits under the provisions of the Social Code. Allocation is via the Job Centre.	Practically no chance of getting a job in the regular labour market after completion of the programme.

<u>Non-formal VET System</u>	Do have Asylum-Seekers and Refugees access to VET (if/if not and how)	Structural obstacles – factors for success
Advice and counselling: Help desk and information centres at Diakonie (church organisation); Help desk for guidance (organisation funded by the Land of Hamburg); Clearing unit for those in need of special support (organisation funded by the Land of Hamburg).	Specific offers for Asylum seekers and refugees.	
Integration courses: Language training and learning in the German social context (645 hours)	A sub-group of refugees is eligible for participation, due to the offer by the City of Hamburg to fund “supplementary language programmes” and thus to open up the integration courses.	Regularly NO, only for migrants who come to Germany staying permanently (compulsory participation pursuant to Sections 44 and 4a Residence Act [AufenthG]); minimum framework of integration benefits. 1 euro per lesson to be paid by participant.
Advice, training, placement SAFE HAVEN Hamburg (FLUCHTort Hamburg): Network of 8 sub-projects gives advice, guidance, coaching, vocational training, placement in education and workplaces. Target: asylum seekers and refugees. Training for multipliers. Target: public institutions e.g. labour office ... (Federal ESF programme limited to 3 years)	Specific offers for asylum seekers and refugees. With the “Federal ESF Programme on labour-market support for migrants with a refugee background and refugees with access to the labour market”, the Federal Ministry of Labour and Social Affairs has launched a programme which is intended to support the labour market integration process.	The tried-and tested model of development partnerships of the EQUAL programme was therefore taken up once again. The various players in migration and labour market policy work together at local level in the context of the networks (non-governmental organisations, job placement services, chambers of commerce and crafts, and trade unions are involved as well as the responsible authorities). This leads to cooperation between institutions which previously often worked in parallel or even at cross purposes. The programmes within the network are based on the life situations of participants and are interrelated to provide a chain of support, and to enable the refugees to

		<p>go through a series of programmes that are as precisely “customised” as possible, taking account of their individual circumstances.</p> <p>Evaluation of the past funding period for the whole of the programme in Germany shows that it obtained positions in education and work for more than 50% of participants.</p> <p>A major structural problem is that there are not enough training programmes with a longer period of funding, to compensate for qualification gaps due to long waiting times and long interruptions in educational careers. Immediate entry into dual training is not possible for many of the young refugees, and in particular for adults who want direct access to the labour market.</p>
<p>Opportunities for refugees: 2 projects, one of which works with young refugees and asylum seekers and cooperates with 3 vocational schools (ESF programme of the Land of Hamburg limited to 2-3 years)</p>	<p>Specific offers for asylum seekers and refugees. The Hamburg ESF programme also launched a call to create projects in this field and for this target group. A first project (3 sub-projects) was completed at the end of 2010 after 3 years. The next period starts in March 2011).</p>	<p>The project is planned and implemented as a programme to complement the sub-projects at SAFE HAVEN Hamburg. The networks work in close cooperation with one another.</p>
<p>Additional language training: German courses for refugees (Flüchtlingszentrum)</p>	<p>Specific offers for asylum seekers and refugees. Most refugees have access, with certain restrictions – they must have been living in Germany for more than 6 months, number of lessons reduced (300 hours), priority to parents with children aged 3 years or more, to help them learn the German language and to give support to them when they go to school.</p>	<p>The number of hours is not sufficient. Very good complementary programme, supporting the work of the networks. A positive feature is the linking of courses to the local area, ensuring provision close to place of residence.</p>
<p>Supplementary language teaching: language courses for learning work-related German, for</p>	<p>This project is just starting. The participation of</p>	<p>Problem: the number of hours is not sufficient to get</p>

<p>participants who do not receive benefits under the provisions of the Social Code (Regenbogen Plus project with the Turkish Community in Hamburg)</p>	<p>refugees and asylum seekers has to be arranged.</p>	<p>access to the labour market and/or vocational education.</p>
<p>ESF BAMF programme “German language for work” (Berufsbezogene Deutschförderung), project group passage, Hamburger Adult Education Institute and IBH, in various parts of the city and in various segments of the world of work – caring/social professions, hotels/restaurants, office/trade, industrial</p>	<p>Access possible for refugees since 01/01/2012. Allocation via SAFE HAVEN Hamburg.</p>	<p>In some cases long waiting periods.</p>
<p>Central recognition office (Zentrale Anlaufstelle Anerkennung, ZAA, at the Diakonisches Werk): advises and informs on issues of recognition of foreign professional certificates and qualifications. There is a grant programme run by the Hamburg Ministry of Economics and Labour Affairs which can fund appropriate further training and additional qualification courses on application.</p>	<p>Access is open to refugees. But it should be noted that many of them do not have any of the necessary documents, because in many cases they had to leave their country of origin without papers due to a situation of war.</p>	<p>The Federal Government is planning legislation for recognition of foreign professional qualifications (Recognition Act), to enter into force in 2011. Hamburg has already started setting up the relevant unit, for a structure to provide the necessary advisory service and to look after the procedure for the migrants.</p> <p>It remains to be seen exactly how the recognition process will work. The key factor for successful implementation will be appropriate adaptation programmes – these are currently available only in a few vocational fields (for example an additional “Medicine” course with specialist language teaching, with an internship in a hospital, preparation for review of equivalent status). A major problem is that recognition conflicts with other legislation in some respects. There are also specific obstacles for third-country nationals (for example, a doctor from a third country will never get full recognition [<i>Approbation</i>], but at most a specialist work permit which is limited in time and place, as regulated in the Federal Medical Practitioners Ordinance [<i>Bundesärzteordnung</i>]).</p>

<p>Job promotion – advice and placement by</p> <ul style="list-style-type: none"> - Job Centre - Agency for Labour 	<p>Responsibility for job promotion depends on the responsibility for granting benefits for cost of living.</p> <p>If the applicant is entitled to Unemployment Benefit II pursuant to SGB II, the Job Centres are also responsible for job promotion (Section 14 SGB II and Section 22 para. 4 SGB III).</p> <p>If the applicant is entitled to benefits from the Social Department pursuant to the Asylum Seeker Benefits Act, that does not lead to exclusion. The Agency for Labour is then responsible.</p>	<p>The granting of educational vouchers is a responsibility of Agency for Labour or Job Centre. The criterion for decision is whether a programme is “necessary” (not whether it is appropriate). There is little success in practice so far in this area.</p>
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