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Refugee Monitoring

Research status, conceptual basis and implementation proposals, taking the example of the City of Hamburg

Means of control in the transnational educational area

The establishment of a transnational European educational area makes it necessary to develop new concepts for control of educational policy and for analysis and evaluation of control practices. Earlier control theory, up to the 1980s, was very much concentrated on national state controls, and saw the state as the central controlling body in society. Today it is necessary to respond to transnationalisation processes, and to clarify what means of control for the educational sector can be identified or needs to be developed beyond national borders. Control theory distinguishes between three central means of control (Willke 2001):

- *Power*, in the form of legally binding regulations, for example EU regulations in the vocational education and training sector;
- *Money*, in the form of project funding or credit allocation;
- *Knowledge*, in the form of creating and disseminating knowledge from evaluation studies, quality management or implementation research.

These three means of control are interdependent, contextual and process-related, and they are functionally dependent on individual societal sub-systems (political, economic, academic). At the same time, they can be framed as the theoretical starting point for solution of control and coordination problems in complex social systems.

Following this approach, it needs to be clarified what control instruments are appropriate for use in the transnational educational area of international and supranational organisations. The EU is not entitled to conduct its own independent educational policy, but it can make suggestions in the general education sector, and can even set up programmes in the vocational education sector; it can support educational programmes at national level while respecting the principle of subsidiarity (means of control: *Power*). It can also work through the funding of projects and activities both at European and at national level to set priorities on the educational agenda, thus having a major influence on national educational policy (*Money*). It is increasingly putting *knowledge* at the centre of its efforts as the means of control – for example, the Lisbon Strategy introduced a new form of coordination, which practically institutionalises reciprocal learning between member states (Parreira 2006).

There are three main tools used for generating 'knowledge' in the European educational sector (Ioannidou 2008):

- Regular monitoring and educational reporting;
- Peer review; and
- International performance comparison (e.g. PISA).

All three of these tools have gained importance in the past decade, and are used intensively by the EU and the OECD to support control efforts in the educational sector and to exert an influence on national educational policy. All three tools are also used to examine the impact of migration processes in the educational sector. However, due to the specifics of European

asylum and refugee policy, these tools are at most rudimentary and locally developed for asylum seekers, people with tolerated status and refugees, but not in such a way that they can provide effective and useful support to local, national and overall European control policies. The present paper outlines a procedure for closing this gap. It is to develop, test and evaluate tools for regular monitoring

- with respect to specific *migrant groups* (asylum seekers, tolerated persons and refugees);
- by means of continuous *educational reporting* (as a major foundation for education policy control);
- in the *European educational area* (which is to be understood as a transnational area).

Monitoring and educational reporting

The term *monitoring* means systematic recording, observation and control of processes and events by means of objective observation and recording tools. It is increasingly used in the educational context – both by academics, referring to the development of tools for systematic observation of educational processes, and by politicians, where the object is to identify gaps between expectations and realities and to identify possibilities of targeted intervention. Educational monitoring includes indicators and benchmarks which permit systematic and long-term observation of educational processes and direct comparison between the desired status and the actual status.

A basic tool for educational monitoring is the preparation of *educational reports*. That means thematic reporting with systematic, regular publication of various information on the educational system, using data both from official statistics and from surveys and educational research. The purpose is to help describe what is happening in education, and to lay the foundations for knowledge-based system control and system infrastructure. Regular educational reporting makes it possible to compare what is happening in individual countries, and thus contributes to transparency in the educational sector. It helps to show the results of education, identify needs and disadvantages, and puts the policy makers under pressure to justify what they are doing and to take action. And, not least important, it provides control-relevant knowledge for political decision making processes.

The OECD, for example, has a long history of compiling statistical information on educational systems, in particular with the work done by CERI, and disseminates a wide range of country studies and comparative thematic educational reports. The EU also makes use of such tools – for example monitoring and benchmarking of national progress – for achievement of joint European goals. Particularly in the educational sector, where the EU has only relatively limited regulative power, this is to help "develop an evaluation and feedback culture, so that lessons can be learned from previous successes and failures, and they can generate regulative effect" (EU Commission 2001, p. 29).

Tools of this kind are already being used at municipal and local levels, too. For example, some tools for *ethnic monitoring* have been developed for local educational and integration management, to examine the quantity and quality of programmes and identify their geographical distribution and ongoing inequality and disadvantages of migrants. *Ethnic monitoring* collects data regularly on a district and school basis to determine the educational participation of various population groups, and to make assessments on this basis (Radtke 2003). The aim is to increase the transparency of organisational activities related to the schools, from cultural supervision down through educational administration to the individual educational institutions. It is characteristic of this approach that educational reporting is linked

with the use of social data (available in many places from poverty research and in the form of a municipal "social atlas") and with data from children's and youth services. The goal is to produce a qualitative, problem-related educational report, to help the political decision makers in their decisions and actions.

In Germany, a number of inter-state initiatives have been launched with the implementation of the Federal Government's National Integration Plan, to advance the development of common indicators and to standardise monitoring processes in the various states, in order to facilitate evaluation of the targets set by the states for projects aimed at improving integration and education policy.[1]

The problem – refugees are left out[2]

The specifics of European asylum and refugee policies mean that the tools for quantitative and qualitative data collection are at most rudimentary for the group of asylum seekers, tolerated persons and refugees – they are not appropriate for effective support to municipal, national or overall European control policies. While positive experience has been gathered with *ethnic monitoring*, mainly in some of the large European cities, the group of asylum seekers, tolerated persons and refugees is mostly not included in these projects. Integration policy mostly puts the spotlight on migrant groups having secured status of stay. And it is often difficult to collect the necessary data on refugees – most countries have specific regulations for refugees in terms of access to social benefits, so they are often not included in the usual procedures of social reporting. It may therefore be assumed that the foundations have not yet been laid for regular *refugee monitoring*; experience and insights from migration research can be used, but need to be adapted for this target group.

Monitoring specifically related to refugees is an urgent requirement, particularly because of significant changes in German refugee policy. Refugees with 'tolerated' status are increasingly being included in integration policy measures. The conditions required for refugees to be permitted to work or to enter training are dependent on duration of their residence, and differ depending on their status. This important development was triggered by implementation of the joint European initiative EQUAL (2001-2007). Following that, in 2008 the Federal Ministry of Labour and Social Affairs set up the "ESF Federal programme for labour market support for persons with right of stay and refugees with access to the labour market". It achieved substantial success in the first funding period – more than 50% of the participants which it covered were able to get placement in training or employment (Johann Daniel Lawaetz Foundation et al. 2011). A second period has been running since November 2010 with 28 networks (about 230 individual projects), providing regular counselling, coaching, placement and public relations work at regional level.

Nevertheless, it is evident that inclusion of refugees in education and employment is still an experimental field. There is need for improvement particularly in the use of regulatory tools,

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[1] Integration policy has made substantial progress in recent years. Three Integration summits launched by the Federal Government showed that government had also realized that Germany is an immigration country, and that it is up to governement and civil society to deal with the facts as they are. The National Integration Plan of 2007 contains noumerous self-commitments, and sets up the ambitious goal of achieving mearsurable improvements. A great many concepts have been formulated, and in many areas also tangible steps undertaken for intercultural opening.

[2] "Refugees" in this context means immigrants who have *fled* to Germany, rather than persons formally recognised as "refugees"; thus the term used here includes asylum seekers, 'tolerated' persons, and persons having a right of residence on humanitarian grounds.

in order to achieve sustainable support. The municipal integration concepts in Germany also show that as a rule they are related exclusively to immigrants who live legally and permanently in Germany. This integration policy guideline, which is supported by valid residence law (Section 43 I AufenthG) is an obstacle to new integration initiatives that are promoted by the Federation and individual states for refugees, tolerated persons and asylum seekers. These persons do not have a legal right of residence, but they do have an official document which certifies their legitimate stay (toleration) and hence the legality of their presence, and often they have been tolerated in Germany for many years. As long as these legal reforms, aimed at educational participation and labour market integration of people with precarious right of stay, are in conflict with the dominant mainstream, further efforts are still needed to keep highlighting the life situations of refugees as a hidden group among the immigrants, at least in the present stage of discourse in society.

Inventory of refugee monitoring in five European cities

Cities and metropolitan regions tend to attract migrants and refugees because they have better chances there of finding work, or getting into training or study programmes. They are also centres for asylum seekers and newly arrived migrants who come to join their families. And cities are not only attractive in terms of work productivity, but also because they have networks of ethnic communities, which are used as a support structure and as bridges for integration. That also applies for transnationally organised families already living in the cities. The arrival of migrants and refugees contributes to greater diversity in the urban population, and at the same time it makes great demands on municipal integration policy, to meet the needs of different population groups, to provide equivalent integration opportunities for all, and to support peaceful co-existence between the indigenous population and the new arrivals. Co-existence in diversity, which has a long tradition in European cities, is associated with a constant process of reflection on local strategy development for involvement of all groups of the population, taking account in particular of disparities and lines of difference, i.e. there is a need for constant examination of how far specific sub-groups or specific sub-issues are taken into account. That applies in particular for ensuring the basic right to education and training for young people. Refugees are particularly disadvantaged due to many years of restrictive policy, preventing them from taking up their rights to education, and setting up regulatory barriers to acquisition of education and training, so that they often have major gaps in their education and training careers.

This subject was taken up in the European project group "Integration of refugees into the European educational and labour market: Requirements for a target oriented approach", involving researchers and players from vocational education and training institutions in Hamburg, Glasgow, Göteborg, Florence and Thessaloniki, which tracked the educational pathways and employment careers of refugees with insecure status of stay and examined the impact of locally based integration programmes.[3] The objective is to clarify in European comparison if and in what way the *target group* was able to benefit from participating in a training and employment programme, and whether integration was achieved in the various segments of general education, vocational education and higher education, and in the employment market. Particular attention is thereby given to the development of subjective potentials of the refugees, by examining how they were able to pursue development of their educational goals.

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[3] This project is funded by the Lifelong Learning programme (Leonardo da Vinci – Partnerships) and coordinated in Hamburg by Prof. Dr. Louis Henri Seukwa – Hamburg University of Applied Sciences. Maren Gag - passage gGmbH Hamburg and Prof. Dr. Joachim Schroeder – Johann Wolfgang Goethe University Frankfurt/Main are participating partners.

The preliminary considerations here are to be started in Hamburg in the spirit of a pilot project in a discussion on targeted monitoring of this specific migrant group of asylum seekers, tolerated persons and refugees, and steps for implementation are to be examined. Experience gained is to be transferred to other locations.

Conceptual foundations of educational reporting

Regardless of requirements for lifelong learning, youth is a vital life stage for acquisition of educational qualifications, for stepwise approach to the world of work, for crystallisation of wishes for the vocational future, and for entry into the employment system. Educational researchers point out in the international education discussion that today people need about fifteen years of education and training to acquire the fundamental educational level needed for successful activity in a globalised world (Schroeder/Seukwa 2007). It is particularly difficult for refugees to complete this long period of education, because they live at different places in different countries in the course of their biographies, and cannot complete this period of education in the institutionally formalised sequence without interruptions. In Germany they were excluded from vocational education and training for many years and, though there has been a re-structuring in the formal regulatory system by means of legislative changes, that does not mean that there has been a systematic paradigm shift in the practice of government and administration. It is therefore desirable that participation of refugees in education and training and in the labour market should be taken up as an indicator in measurement of integration policy in Hamburg and in the educational reporting.

Different routes can be taken for preparation of a report on the life situation and educational situation of refugees. It can use a *descriptive* approach, presenting data-based developments in the educational system and in neighbouring areas and institutions relevant for education, in order to show long-term developments and impacts of political measures; or it can use a *problem-oriented* approach, seeking to show the requirements for action and control by government. But in either case it must be *internationally compatible*, in order to ensure comparability between the EU member states and thus at least to permit data-based framing of a European education policy.

Educational reporting is normally based on structural, process and result data. The goal is to establish integrated educational analyses which

- process the structural data and thus describe the supply side of formal and non-formal education;
- give indications of take-up and participation, type and extent of educational participation of the target group;
- collect findings on short, medium and long-term effect and performance of the educational programmes, and thus of possible individual educational processes, and thus determine their output or outcome.

These conceptual basics are needed for regular *Refugee monitoring* with respect to general and vocational education and labour market integration, as they are for any other form of educational reporting. The necessary data concept first has to be prepared in comparison with the specific life situations of the target group. Educational reporting as a specific form of social reporting can not only consider the social conditions and institutional responses (system perspective), but also has the task of reporting on subjective expectations for institutions and

subjective satisfaction with them (stakeholder perspective). Reporting which is based only on the conventional educational systems would completely miss the point of reporting on these problems, because what is important here is to analyse the close relationship between social situation, life situation of the target group and educational programmes. What is urgently needed is an approach based on life situation, including formal and non-formal programmes available within institutions and outside of them (Isoplan Consult 2005; Schroeder/Seukwa 2007).

Access to socio-structural data on asylum seekers, tolerated persons and refugees is often possible only to a limited degree, even for the authorities. In particular, collecting such data is hindered by the different systematisation principles applied in the different authorities and institutions (social authorities, housing and health authorities, labour administration, education authorities, urban development authorities, etc.). Many of the authorities do not have the necessary localised data and evaluation frameworks. Differences in geographical definition of the areas, and differences in organisational principles of the areas are problems for integrated data processing (no. of cases considered, alphabetical system, district reference, etc.). The available data are often out-of-date, incomplete, insufficient or incorrect, so that all in all they are not able to provide useful results. That is highly problematic for reporting which is not designed on a one-off basis, but is intended for systematic ongoing reporting, especially as continuous monitoring requires dependable, standardised, regularly collected data, to identify lines of development and gaps in current programmes and performance, and to permit forecasts for forward planning.

A suitable system of social indicators is needed in order to permit long-term, systematic observation of social phenomena and problems (social monitoring). Data and indicators can only be collected inductively (by plausibility). Thus before indicators are defined to give information on education, labour market, vocational qualification, etc., there first has to be agreement on what data are suitable and available, in order to examine the desired thematic fields. Typical *quality criteria* of socio-cultural data are: factual correctness, accuracy, precise localisation, inter-district comparability (*system used*); all desired data are to be collected and published independently of government institutions and organisations (*autonomy*); only long-term, regular surveys permit identification of changes in social situations (*regularity*); if possible social indicators should reveal problematic developments in good time (*timeliness* as an 'early warning system').

A wide range of *data sources* can be used for educational planning, whereby a distinction is to be made between the system perspective and the stakeholder perspective. The system perspective means that programmes and services of institutions are the subject of analysis, e.g. costs and funding of the institutional programmes, their facilities and equipment, their staffing or the qualifications of the professionals. The stakeholder perspective examines usage behaviour and individual educational processes: Who takes up what programmes and in what way? What expectations do users have of the institutions? How satisfied are they with them? How can the educational processes be analysed and presented? What statements can be made about the educational processes and their impact? Educational reporting is based on official statistics (microcensus, random samples); data of administrative implementation, surveys and user analyses, for example on the acceptance of social services and institutions; qualitative information (management reports, organiser reports). According to information obtained so far, refugees have not been involved in such surveys at all, and are not included in data collection.

In working out a possible *data concept* it is necessary to clarify what core data ("must-have" data) are absolutely essential and therefore have to be collected if the database is to have any use at all, and what supplementary data ("should-have" data) contribute to a more differentiated picture, help to support the data concept and – unless there are major collection difficulties standing in the way – help to increase the significance of the database. And finally, what additional data ("can-have" data) should be collected, rounding off the database and giving value-added for specific indications, provided that their collection does not raise problems or could be used to the disadvantage of the refugees. Data are collected at different levels via these surveys, i.e. data records are collected with information on structures and types of programmes of institutions, and also on (aggregated) groups of persons (e.g. their sex or age), and thirdly on individuals. A systematic approach is also needed for this purpose, for example to show the validity and scope of each data group.

For purposes of educational planning and taking account of the available data, their accuracy, reliability and original collection purposes, the possibilities are then to be specified for *processing*, *evaluation* and *presentation* of the data. Although it is a general goal of social reporting to show various forms of social inequality, selective impoverishment, exclusion and marginalisation, this can be done in such a way as to identify and open discussion on socio-economic polarisation, socio-demographic structural changes, socio-cultural heterogenisation and socio-geographical segregation. Thus data evaluation and presentation can be done in terms of socio-geography (social atlas, local profiles, district reports) or socio-culture (sociotopes, environment analyses), and life situation related ranking, indexing or target group evaluations can be made (e.g. equality reports). Selection and specification for a presentation form is effected firstly on the basis of content reasons (depending which of the indicators is best able to give information on the relevant questions and inter-relationships). Another relevant issue is what resources in staffing and equipment are needed to obtain the data. And data presentation should also be suitable for continued inputs, and facilitate constant updating, to avoid simply taking short-term snapshots of the current situation which would be open to dispute.

Educational reporting must present its arguments on an empirical-descriptive basis, but at the same time show disparities in access to educational programmes. It has to draw attention to normative issues and problems, to raise awareness for developments which could otherwise go unnoticed and not be addressed in social and political debate. But reporting itself cannot make decisions on how much inequality a society can permit, tolerate and endure, or how emerging disparities can be dealt with in political terms, or what steps can be taken to compensate and to minimise inequalities. That can only be done in open discussion by professionals and politicians. So a task of the data concept is to show what strategies and organisational forms can ensure *communication via the data*.

Indicator development and refugee-sensitive monitoring in Hamburg – proposals for a data concept

The Hamburg Senate has for many years given concrete integration perspectives to asylum seekers and people having longstanding tolerated status, by means of continuous financial and advisory support through the network projects known under the name of FLUCHTort Hamburg (SAFE HAVEN Hamburg).[4] In this context, and in the context of changes in the

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[4] The EU initiative EQUAL launched a significant development. A number of network projects were implemented in Hamburg under the leadership of passage gGmbH: Training initiative for asylum seekers and refugees (2001-2005); SAFE HAVEN Hamburg – vocational integration for refugees (2005-2007); SAFE

legal framework conditions, the network together with the Hamburg alliance 'FLIGHT MIGRATION Education Employment' called for a revision of the Hamburg Integration Concept by the Hamburg Ministries and the Integration Advisory Council. The necessity of doing this was recently underscored by a public meeting with numerous experts at Hamburg City Hall, and confirmed by the policy makers present there from administration and parliament.[5] On the basis of this real integration policy change, it is proposed that indicators should be set up for each of the goals formulated, to ensure long-term monitoring of goal achievement in these action strategies.

The proposals set out here are related to the 'state of the art', as currently used in practice in Hamburg, hoping to raise awareness of the fact that modifications in favour of this group will be possible in the ongoing process of indicator development and reporting. We realise that qualitative monitoring in particular can be extremely expensive, and have therefore limited ourselves to proposals which could be classified as "minimal solutions" from the experts' viewpoint.

Whether or not social integration can be achieved is decided particularly in the social area and in the housing districts. The set-up of the infrastructure in the *social area* is a key factor in success or failure of integration processes. At the same time, there is a need to keep the whole of the city in view when considering participation in education and employment, to examine access opportunities to institutions and the accommodation situation in the framework of public-sector youth services. As it is in any case difficult to access the socio-structural data of asylum seekers, tolerated persons and refugees, we see the implementation of data collection tools and the assessment of structural data and findings as complementary.

Proposals for reporting at state level

For some years now, complex processes have been ongoing in Germany at the level of the individual states, to implement a unified system of integration monitoring with the aim of developing a tool based on core indicators, compatible with monitoring at Federal level and at European level. The inter-state working group on "Indicator development and monitoring" of the Conference of Ministers Responsible for Integration presented the results of a pilot study with participation of seven of the German states in February 2011. The extensive set of parameters and indicators includes basic demographic data on a range of integration relevant issues, and these were subjected to practical testing in the states involved. The results were interpreted on this basis, and recommendations were drawn up for nationwide monitoring in all the states (Statistical Office Berlin Brandenburg 2010). There is no provision for separate reporting on 'Refugees'; only 'Residence right' and 'Duration of stay' are included as parameters.

This set of indicators, which is quantitative in nature, is likely to be the basis for future reporting by the states, so the proposals for 'refugee sensitive' monitoring are linked to it, in order to minimise the development effort to set up the necessary data collection tools. Based on knowledge of the life situation of refugees, relevant comments are given below on selected indicators, and supplementary proposals are made, related mainly to the status of educational market and labour market participation of refugees.

HAVEN Hamburg Plus (2008-2010), funded from the ESF Federal programme for labour market support to people having right to stay and refugees.
[5] See documentation of event (September 2010) www.fluchtort-hamburg.de

Indicator	Definition	Relevance	Data source
Population	Number of people with/ without migration background, broken down into German nationals with migration background, EU nationals, and non-EU nationals, and into appropriate age groups.	Refugees, tolerated persons and asylum seekers mostly come from third countries (1); breakdown of countries of origin would be relevant. In terms of age groups, it should be considered that some of them are underage unaccompanied refugees who need special support (2). <u>Goal</u>: to get more accurate knowledge of flight backgrounds, life situations in the countries of origin, etc., to take account of cultural/religious specifics.	(1) In combination with the category "non-EU nationals" breakdown of countries of origin (Central Register Office). (2) In combination with age category, data collection from youth services on the proportion of underage unaccompanied refugees.
Foreigners by residence status	The category relevant for refugees is "third country nationals" with limited residence permit and with toleration. The category of "limited residence" includes a sub-group of refugees covered by right of stay (Section 104a AufenthG), but where this is by no means secure.	Residence status in detail is particularly important for granting of a work permit and for access to educational funding programmes. Granting of residence permit and toleration permit employment and participation in education only under certain conditions. The recommendation of the pilot study is taken up here to include residence permission in data collected. <u>Goal:</u> to make better use of scope for use of education rights, support in access.	Central Register Office
Recipients of benefits under SGB II	Concerns German/foreign employable benefit recipients under SGB II (basic security for job seekers), breakdown by age.	This category includes only a small sub-group (with right to stay under § 104a AufenthG and others). Most receive benefits under AsylLG. We suggest this data should also be collected. <u>Goal</u>: to make use of scope in taking up funding tools, to compensate for disadvantages.	Basic security from social security offices of district and Ministry of Social Affairs and Family
Housing space per family member	Relates to housing space per family member in families with children under 18 years old, calculated per individual person.	The housing situation of refugees living in homes is not taken into account. <u>Goal:</u> to compensate for disadvantage, especially to get different accommodation for families with children and adolescents. Under current conditions schooling and participation in education and employment is difficult.	"Support and housing" programme and Ministry of Social Affairs and Family

There are a number of other indicators which would be relevant to filter out more precise data on the specific life situations. The example of the indicator 'school students by school type' shows that data collection cannot be realised, because a distinction is made only between "with" and "without" migration background, and in any case the status of residence is not recorded at the schools. The First Hamburg Education Report is designed to pursue an "inter-disciplinary data collection strategy, in order to permit networked and continuous monitoring of transitions in the educational system and to permit an overview of the problem situations" (City of Hamburg 2009). On this basis, further indicators are also proposed, also on a complementary basis.

Indicator	Definition	Relevance	Data source
(A2) Demographic development of population / foreign population and persons with migration background	Distinction between Germans and foreign nationals and population with migration background.	Sub-group of foreign population has special support needs – specifically refugees and asylum seekers. Goal: to make the sub-group of refugees/asylum seekers visible in a differentiated way. Reference to sub-group.	Ministry of the Interior, and qualitative (see below)
Family and life forms	Distinction between life forms as spouses, cohabitation and sole parents – reference to disadvantage due to 'social capital'	Among young refugees there is an increasing proportion of underage <u>unaccompanied</u> refugees (as life form); this group normally has no 'social capital'. Goal: to reduce special disadvantage.	Youth services of districts
(C4) Special educational needs / high proportion of those with special needs have migration background	Reference to large proportion of school students with migration background among those requiring support	Due to their flight biographies, a proportion of the refugees/ asylum seekers probably belong to those with special needs. Check to what extent there is a proportion of refugees/asylum seekers that can be helped by external counselling provision (trauma coping, learning assistance, etc.). Goal: To provide support appropriate to life situation, and to manage transitions better.	At school locations
Lateral entrants without knowledge of German language up to grade 9/10	Not mentioned in report	Children and young refugees frequently join the school as lateral entrants due to their flight biography. Check to what extent children from refugee families or of asylum seekers can be given additional external support in preparatory classes. Goal: To ensure support appropriate to life situation, to manage transitions better.	Data collection at regional school locations and school information centre

Indicator	Definition	Relevance	Data source
(D) Vocational preparation schools (BVS)	Not covered	At school locations H15, G8 and G20 there are currently a large number of refugees, tolerated persons and asylum seekers concentrated in VJM classes (preparatory classes for migrants). <u>Goal:</u> Targeted transition management, optimisation of training opportunities.	Data collection at school locations
Languages of origin	Not covered	Refugees often have a number of languages of origin. <u>Goal:</u> Make this resource visible for lifelong learning and the world of work.	Data collection at school locations

Supplementary information is to be obtained for a number of different indicators by means of qualitative surveys, mainly to be conducted on a social geography basis. Interlinking of the two data collection levels is to create an improved basis for systematic inclusion of refugees in educational planning. They are useful additions to check the effectiveness of support measures. It is suggested that the expertise of the stakeholders should be added to the following fields of activity:

Traineeship programme of the Hamburg Senate
The Senate (i.e. the Government of Hamburg) has explicitly opened this programme for this sub-group.
The programme should be checked to see what participation actually happens.
How many of the participants are young refugees?

Tailor-made programmes
For some ten years now, the Senate has been involved in co-funding by various Hamburg Ministries (Ministry of Education and Vocational Training; Ministry of Labour, Social Affairs, Family and Integration; Senate Chancellery; and previously the Ministry of Economic Affairs and Labour) for implementation of tailor-made support programmes for tolerated refugees (adolescent and adult). There are extensive case studies from the various funding periods, and detailed reports and other project publications which can be used for collection of data.

a) How are the results of the network projects FLUCHTort Hamburg (passage gGmbH) to be assessed (2010-2014)? Answers to the following questions are to be filtered out of project reports and discussions with experts:
What is the percentage of young refugees who are reached by the programme? How many of them have been placed in schools and dual training? What methods and tools were successful in the practical work? What obstacles are there in transition to training/ the labour market?

b) How is the experience gained in the network project "Opportunities for refugees" (basis & woge e.V.) to be assessed (2011-2012/13)? The project is cooperating with HIBB (Hamburg Institute for Vocational Training) and provides school-integrated programmes for transition management.
What is the percentage of young refugees who are reached by the programme? How many of them have been placed in schools and dual training? What methods and tools were

successful in the practical work? What obstacles are there in transition to training/ the labour market?

c) The experience gained at the clearing office for those in need of special protection (refugee centre) should be used:
What are the problems and needs of those who seek advice there?

d) The evaluation of supplementary language promotion by opening of the integration courses (BSG funding via refugee centre) should be used:
What is the age structure of participants? Is the programme compatible, i.e. is it designed for integration in a systematic chain of support?

Proposals to take account of social area reporting

Every Hamburg district has an office which is responsible for 'integrated social planning', which collects and processes data and draws up social area descriptions, to provide a planning basis for further social area management. A whole range of proposals is set out below related to the needs of refugees, in order to supplement the data collected at state level and to add qualitative aspects. Experts from the local institutions, such as schools, social services, youth services, or other organisers of youth provisions, often have a lot of detailed knowledge about the life situations of refugees, and this has to be systematically collected and compiled in order to make use of it for further planning. The collection of quantitative and qualitative data in the following fields of activity would provide useful additional insights into the life world of refugees from the perspective of the social area.

Transition from school to employment
In connection with the conduct of regional education conferences, valuable cooperation and dialogue forums are set up in the districts, characterised by diversity of the bodies involved together with the general schools. Awareness raising for special difficulties in the transition from school to employment can be effected from the 8th year of schooling. So the following data should be collected in the relevant classes at school:
What is the percentage of refugees among the school students?
Which countries do they come from? Are there any ethnic groups which need special protection? (Roma?)
What follow-up perspectives can be developed?
What obstacles are there?

Social benefits / basic security to SGB XII and SGB VIII (Social Security Code XII and VIII)
For many tolerated persons and refugees, access to integration promotion programmes is dependent on the type of public funding they get, so it is advisable to collect differentiated data on this.
How many people receive benefits under Section 2 AsylbLG[6]?
How many receive benefits under Section 3 AsylbLG?
How many receive support under KJHG[7] (benefits under §34 and §35 SGB VIII)?

Educational support
Due to the specific situations in countries of origin, some of the refugees migrate alone and arrive in Germany without their families, as underage unaccompanied refugees. The youth

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[6] Asylbewerberleistungsgesetz (Asylum Seekers Benefits Act), reduced cost of living payments
[7] Benefits under the Kinder- und Jugendhilfegesetz (Children's and Young People's Support Act) are governed by SGB VIII

services and youth support agencies have a particularly important role to play in these cases. In order to get networking in the social area or beyond it at the earliest possible time, and to arrange the perspectives for further progress as effectively as possible, it is necessary to collect the following data in the districts:

How many refugees receive educational support?
How many of them are underage unaccompanied refugees?

Health
Refugees often have health problems due to trauma experienced in war situations. These psychological impairments often have a negative impact on their acquisition of education and their participation in the employment market. So the following questions are relevant:

Are trauma experiences known?
What other impairments are known?

Housing
In connection with data collection at central level (see above), it would be useful in qualitative respect to include staff from the housing accommodation in surveys, and also to hear from the refugees, asylum seekers and tolerated persons themselves.

Are access opportunities to counselling used?
Are the programmes in the social area adequate?

Social infrastructure and fields of action – potentials and deficits
Social institutions which are explicitly concerned with refugees, and also NGOs that have a key bridging function for integration are particularly important in the direct housing environment. It is important to identify them, in order to set up new cooperation links where appropriate:

What institutions are there?
What self-help organisations are there? What do these organisations offer?
What other informal groups or faith communities are there in the district?

Outlook

Targeted examination of life situations is particularly important in the case of young refugees and asylum seekers in Hamburg, taking the perspectives of social and educational reporting, and from the perspective of the social area. This would give more detailed knowledge of their life situations and permit sound assessment of their disadvantages and their educational needs. That would create the conditions to make targeted educational planning for this target group among the migrants in Hamburg. It is advisable to use the indicators and tools suggested here as long as refugees and asylum seekers are still treated separately in municipal integration policy. The selection and procedure explained here with the example of Hamburg can give some ideas and trigger similar thinking in other cities, in order to achieve implementation in Germany and in other European countries.

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