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Refugee Integration Policy and Public Administration in Cologne

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The Research Project

Models of Co-operation between Local Governments and Social Organizations in Germany and China– Migration: Challenges and Solutions (LoGoSO Germany China) is a comparative research project of the Freie Universität Berlin, the Westfälische Wilhelms-Universität Münster and the Chinese Academy of Governance, funded by Stiftung Mercator.

This comparative research project looks at the co-operation between state and social organizations (SOs) in China and Germany. It focusses on social service delivery in the area of integration of migrating populations with special attention to the fields of education, employment, vulnerable groups and social assistance (incl. legal aid) as a crosscutting issue to all of the fields. Within this subject area, the project wants to identify different models of state-SO co-operation and analyze which models are successful and why and where this co-operation is problematic. It aims to capture the different models of co-operation in Germany and China, to analyze and compare the underlying structures and to show potentialities for development.

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1 Introduction

Cologne is located in the West of Germany, in the state of North-Rhine Westphalia (NRW). It is an independent city and at the same time name giver for the administrative district Cologne (*Regierungsbezirk Köln*) which encompasses the city of Cologne and further neighbouring towns. The focus of this report will be on the level of the municipality meaning the city of Cologne. However, as the municipal level is under the control and instruction of the federal states, we shall refer to the broader situation and regulations in NRW, as and when needed.

The report aims to provide information about the arrangement of refugee integration in Cologne before presenting case studies in the further steps of the research project. First, it will provide general data about the city such as its economy, population, socio-economic characteristics, public administration and recent data on refugees (see Table 1). Secondly, the city's historical pathway in terms of migration will be outlined (section 2). Thirdly, the report continues with an introduction of the actors and administrative structures and briefly depicts the role of philanthropy in Cologne (section 3). Section four then takes a closer look at the general integration policy by examining the integration concept (*"Konzept zur Stärkung der integrativen Stadtgesellschaft"*) of the city, while chapter five analyses the processes of refugee integration in the policy fields under study, notably in the areas of employment, education, social assistance and vulnerable groups. Section six subsequently highlights the involvement of NPOs in these policy fields. A conclusion summarizes the results and formulates some open questions.

General data about the city	
Size	404,89 square km/ 40.489 ha
Administrative structure:	Divided into 9 districts and 86 neighbourhoods
Position within Germany	West, at the river Rhine
Economy	
Economic strength	Economic growth (GDP) 2008-2013: 12 percent (more than in other large cities such as Düsseldorf, Hamburg, Frankfurt) (PROGNOS AG 2016: 17)
Sectors	83.7% of all employees work in services, in services the shares of employees are divided as follows: <ul style="list-style-type: none"> • Services predominantly for companies e.g. consulting and research 21.9 percent • Trade industries 14.6 percent • Information and communication 9.5 percent • Finance and insurance services 8.8 percent • Traffic and storage units 7.5 percent • Hotels and restaurants 4.3 percent • Health care 14.3 percent • Education 5.3 percent • Public administration/Defence/social insurance 5.1 percent The remaining employees (16.3 percent) work in production: <ul style="list-style-type: none"> • Manufacturing industries 71.0 percent • Construction 19.3 percent • Energy supply 5.1 percent • Water supply/sewage disposal 3.6 percent
Unemployment	9.4 percent of the labour force was unemployed at the end of 2015 (Federal Labour Office definition) Differences between the Districts:

	<ul style="list-style-type: none"> • 13.6 percent in Kalk • 4.2 percent in Lindenthal <p>33.8 percent of unemployed persons are foreign nationals</p>
Demography and social structure	
Total population	1,069,192 (end of 2015) <ul style="list-style-type: none"> • Male population 48,9 percent
Average age	Ø 41.9 years <ul style="list-style-type: none"> • 188,157 (17.6%) > 65 years of age
School and university students	<ul style="list-style-type: none"> • 97,364 (9.1% of the total population) are students in higher education • 147,843 school students <ul style="list-style-type: none"> ◦ 105,434 students in general education schools ◦ 42,408 students in vocational schools <p>(school year 2015/2016)</p>
Average household size	1.87 persons per household
Socio-economic data	
Income ranges	12 percent of all households have net incomes of <900€ per month, 18.8 percent have 900-1500€, 30.2 percent have 1500-2600€, 33.7 have >2600€ per month, 5.2 percent have no income or provided no information
Public transfers	117,050 (13.4 percent of the total population) qualify for benefits to cover subsistence costs according to SGBII (2015) <ul style="list-style-type: none"> • 25.6 percent of foreign nationals qualify for benefits to cover subsistence costs according to SGBII • 10.4 percent of German nationals <p>49,317 unemployed persons as of August 2017 of whom</p> <ul style="list-style-type: none"> • 35,887 receiving UB II (6.2 percent of the labour force) • 13,430 receiving UB II (2.3 percent of the labour force) <p>(Bundesagentur für Arbeit 2017)</p>
Educational achievement	44.3 percent of the population have a degree qualifying for university entrance (2011) <ul style="list-style-type: none"> • 46.9 percent of German nationals • 31.2 of foreign nationals <p>19.2 percent have a medium level educational degree (<i>Realschulabschluss</i>)</p> <ul style="list-style-type: none"> • 19.7 of German Nationals • 17.0 of foreign nationals <p>27.1 percent have a basic level educational degree (<i>Hauptschulabschluss</i>)</p> <ul style="list-style-type: none"> • 28.2 of German nationals • 21.8 of foreign nationals <p>Not (yet) completed education: 9.2 percent</p> <ul style="list-style-type: none"> • 5.2 percent of German nationals • 30.0 percent of foreign nationals <p>(Stadt Köln 2012: 23)</p>
City and administration	
Public employees	17,303 in the local administration (2015) <ul style="list-style-type: none"> • 15,902 work in the core administration • 1,401 in municipal undertakings <p>1,124 (6,44%) are foreign nationals, 10 (0.24%) foreign nationals are civil servants (<i>Beamte</i>)</p> <p>(Stadt Köln 2016a: 23)</p>
Fiscal situation	Public debt of the main budget (Kernhaushalt) 2.162.888 Euro (2015) Tax income: 1,600,978,000 Euro Budget: Planned expenditures 2017

	<ul style="list-style-type: none"> • Child, youth and family welfare: 19 percent of total expenditures • Social assistance: 22 percent • Culture and science: 5 percent • Provision of schools: 8 percent • Public safety and order: 6 percent • Internal administration: 9 percent • Economy and tourism: 1 percent • Nature conservation and landscape management 2 percent • Construction and housing: 4 percent • Sports: 1 percent • Health services 1 percent <p>(Stadt Köln 2017b)</p>
Refugee migration	
Reception of refugees	<ul style="list-style-type: none"> • 2015: 10,153 asylum seekers lived in Cologne • 2016: 13,253 asylum seekers (24% from Syria, 18% Iraq, 10% Afghanistan, 8% Albania, 4% Serbia, 4% Iran, 3% Macedonia, 2% Kosovo, 2% Algeria, 2% Nigeria) • August 2017: 10,958 asylum seekers

Table 1: Key data on Cologne.

Source: Stadt Köln 2016b, unless otherwise indicated.

2 History of migration

Cologne looks back on two thousand years of migration, and its inhabitants often proudly claim that “Every inhabitant of Cologne is a foreigner” (*“Jeder Kölner ist ein Ausländer”*). Tracing history back to the Gallic wars, this seems to be true. Around 50 B.C. emperor Caesar wiped out the tribes settling in the area of present-day Cologne and paved the way for the repopulation of the area as a colony of the Roman empire (Orywal 2007: 13f). The first settlers were Roman proletarians and war veterans from Italian regions as well as Celtic tribes under roman domination – in short: immigrants.

Over the centuries, Cologne remained an attractive city for migrants. Under Prussian government at the beginning of the 19th century, Prussian soldiers and civil servants from the east moved to Cologne with their families (Orywal 2007: 174f). Similarly, the city attracted protestant merchants and businessmen from the neighbouring regions who were lured by Cologne’s reputation as an excellent trading hotspot (Orywal 2007: 177). The second half of the 19th century was characterized by industrialisation and the foundation and expansion of companies, and it was during this time that young people from rural areas – the neighbouring Rhineland and Westphalia in the East - settled in the periphery of the city (Nonn 2011: 30). Immigration continued until the beginning of the Second World War. Historians estimate that at the beginning of the Nazi regime, only half of the population had been born in Cologne (Orywal 2007: 198). After the second world war, not only the evacuated inhabitants returned to their home town, “ethnic” Germans from Eastern Europe (e.g. from former German Territory Pomerania, East Prussia and Silesia) also came to Cologne. Additionally, until the construction of the wall between the two German states, many immigrants came from the German Democratic Republic (GDR). In those years Cologne became the home of 80,000 displaced persons from Eastern Europe and 55,000 refugees from the German Democratic Republic (Orywal 2007: 207).

Germany recovered quickly in the 1950s. Like many other cities, Cologne lacked workers

in the production industry and therefore welcomed temporary employees arriving on the basis of recruitment contracts. Initially “guest workers” came from Italy, Greece and Spain (Foerster 2017: 25) and were predominantly employed in large international companies such as Ford (Hillen et al 2013: 188) and other mechanical or chemical enterprises (Orywal 2007: 213). Since 1967 the majority of them was of Turkish origin (Orywal 2007: 212). These immigrants lived in isolation from the local population as they stayed in low quality dormitories provided by the companies (Foerster 2017: 25) and had neither language proficiency nor job qualifications (Steffens 2008: 186). With the stop of labour recruitment and family reunification in 1973, they began moving to - often substandard - private apartments no longer inhabited by the German population (Foerster 2017: 25). Historians agree that, during this time the city did not pursue any concept of settlement or integration policy. Instead, most decisions were taken ad hoc leaving many long-term developments to change (Orywal 2007: 214). After a phase of low immigration in the 1980s, refugees from Eastern Europe came to Cologne once more in the 1990s following the collapse of the Soviet Union and the military conflict in Yugoslavia (Nonn 2011: 129). At the same time, right wing extremist groups managed to gain a foothold in the city and began organizing campaigns against immigrants (Häusler 2017: 42). As a reaction, several civil society initiatives against xenophobia and right wing extremism were formed that created a narrative of a “tolerant” Cologne. During the recent immigration of large numbers of refugees, these groups have continued their efforts to raise awareness for a multicultural society.

3 Actors and administrative structures

The following section will give an overview about the political actors and administrative structures in Cologne. At first, the general tradition and organization of the administration will be outlined before concentrating on those public institutions that are responsible for the integration of refugees in the fields of employment, education, social assistance and vulnerable groups. Finally, the state of philanthropy in the city will be presented.

3.1 Tradition and organization of the administration¹

The organizational structure of municipalities in Germany is determined by the Municipal Code (*Gemeindeordnung*). In 1994, NRW adopted the South German Council Constitution (*Süddeutsche Ratverfassung*) (Franco 2016: 23). The two main bodies of local governance are the Municipal Council and the Municipal Administration. They are connected by the Lord Mayor (*Oberbürgermeister*) as head of Administration and chairman of the Council. The Council has the overall responsibility for all matters of Administration, i.e. controlling the Administration and delegating tasks (Kost 2010: 240). For this purpose, it sets up committees consisting of Council members and qualified citizens. In certain fields, the decision making competence can then be delegated to said committees. Additionally, four members of the Council in Cologne are chosen as deputies of the Lord Mayor, mainly to provide assistance with representative tasks (Stadt Köln 2017e: 13). The Municipal Council encompasses at least ninety voluntary members that are normally

¹ Further information on the administrative structures on the municipal level can be found in the report on the local public administration (work package 2, task 2 of the LoGoSO project). It is available at <https://logosoprojectsite.files.wordpress.com/2017/02/t2-local-government-and-administration.pdf> (last accessed 4 June 2018).

elected for five years. The elective period from 2014 to 2020 marks an exception in that members were elected for a period of six years instead. The Council is currently formed by 26 representatives of the SPD (Social Democrats), 25 of the CDU (Christian Democrats), 18 of BÜNDNIS 90/Die GRÜNEN (The Green Party), 6 of DIE LINKE 6 (Left Party), five of the FDP (Liberals), three of the AFD (Alternative for Germany) and seven representatives from other parties (Stadt Köln 2017: 16). Similar to the Council, the Lord Mayor is elected by the citizens of Cologne. The current Lord Mayor does not belong to any party (Stadt Köln 2017e: 13).

The Administration implements the political decisions of the Council under the leadership of the Lord Mayor who also decides on its setup and personnel (Stadt Köln 2017e: 9). In Cologne, the Administration is formed by eight Administrative Departments (*Dezernate*). These are 1) General Administration, Law and Order; 2) Finances; 3) Economics and Real-Estate; 4) Education, Youth and Sports; 5) Social Issues, Integration and Environment; 6) City Planning and Construction; 7) Arts and Culture; 8) Mobility and Transport Infrastructure. Each Administrative Department is chaired by a full-time Department Head (*Beigeordnete*) which is elected for the duration of eight years by the members of the Council (Franco 2016: 75). Additionally, there is a ninth department managed by the Lord Mayor. Each department bundles the activities of one to several offices (*Ämter*). They encompass several divisions and are responsible for the executive tasks of the administration.²

Parallel to the city as a whole, there is a second governmental structure on district level, notably every district has its own District Assembly (*Bezirksvertretung*) and District Administration (*Bezirksverwaltung*) (Franco 2016: 92f). Each District Assembly consists of 19 representatives elected during the municipal elections (Stadt Köln 2017e: 24). As they are elected separately, the District Assemblies do not have to follow the same party majorities as the Council. The main task of the District Assembly is to take decisions concerning issues that are relevant for the respective district such as maintenance of public facilities, historic preservation or assistance of local civil society groups. Furthermore, the District Assembly can submit suggestions to the Council on matters concerning the respective district. For the implementation of the decisions of the District Assemblies, every district is granted a share of the local budget, yet – except for a limited sum to improve the visual appearance of the district – the budget cannot be disposed of freely. Instead, it is earmarked by the overall decisions of the Council issuing the funds. Furthermore, before the District Assembly discusses an issue, the Council can reserve the right to take a decision for itself and the Lord Mayor can put a veto on all decisions taken by the District Assembly (Franco 2016: 95f). The representatives of the District Assembly elect a District Mayor (*Bezirksbürgermeister*). This honorary office formally represents the district, but is not endowed with any administrative power. It lies in the hands of the District Administration which is part of the city-wide Administration of Cologne (Überall 2008: 78).

² For an overview of the administrative structure of Cologne see also the organization chart at <https://www.stadt-koeln.de/politik-und-verwaltung/dezernate-und-aemter> (last accessed 14 August 2018).

Similar to many other cities in the state of North-Rhine Westphalia, Cologne faces high public debts which have increased since the 1980s (Stadt Köln 2009, Stadt Köln 2017b). However, supported by a prospering local economy and an administrative reform introduced at the end of 2016, the city has undergone a financial restructuring process and officials are hopeful to conclude budget consolidation in 2023 (Stadt Köln 2017d). The financial structures regarding refugee integration are rather complicated, because it is an issue that is not financed through one single financial source. Programs and their respective funds stem from various fields and are often not exclusively dedicated to migrants and refugees. Even so, data on the annual expenses that the city has to provide according to the Asylum Seeker's Benefit Act (*Asylbewerberleistungsgesetz*) can be given. In 2017, the expenditures amounted to 195,802,157 Euro. They include expenses for accommodation, financial assistance and to a smaller extent labour market integration, but do not encompass payments to social service providers and insurance companies. The Federal Government reimburses some of these expenses, in particular regarding of housing for recognized refugees (for further information see Task 13: Social Assistance for Refugees in Germany). Furthermore, a share is paid by the federal state of North-Rhine Westphalia on the basis of the Act of the Reception of Refugees (*Flüchtlingsaufnahmegesetz NRW*). These reimbursements are considered to be by far not sufficient and thus the city has to make a co-payment, which places an additional burden on its already difficult budgetary situation significantly (Stadt Köln 2018a: 26; Janecek 2017). Nevertheless, the city undertakes great efforts to support integration financially, providing for example an integration budget of nearly 950,000 Euro in 2018 (CDU Köln et al 2016: 20; Stadt Köln 2018b).

3.2 Responsible departments for the relevant policy fields

Generally speaking, the Council is the final decision-making authority concerning the reception and integration of asylum seekers, while the actual implementation of policies is carried out by Administrative Departments according to their competencies (Ottersbach/Wiedemann 2016: 9). In order to assist the Administration with the reception and integration of refugees, the Lord Mayor introduced a Refugee Coordinator (*Flüchtlingskoordinator*) within her own department in 2016. Together with his three employees, his job is to take a cross-departmental view and coordinate all aspects of refugee policy in the city.³

Two institutions assist the Council on the topic of integration and migration. One is the Integration Council (*Integrationsrat*) which ensures the local participation of foreigners in the decision making processes of the city (Akkaya 2000: 247). Its establishment and tasks are regulated by the municipal constitution (§27 GO NRW) and the main statute of the city (§ 22). It consists of 33 representatives: one third are members of the Council, while two thirds are foreigners elected by the foreign population of Cologne during the municipal elections (Franco 2016: 139). The main task of the Integration Council is to advise the Council on issues relevant for all foreigners, including the local budget. In addition, the Council grants financial means to the Integration Council which it can issue autonomously for integration activities within the city. The other is a Round Table for

³ Cf. <http://www.stadt-koeln.de/service/adressen/fluechtlingskoordination> (last accessed 4 June 2018).

Refugee Issues (*Runder Tisch für Flüchtlingsfragen*) that was established in 2003 (Pröbl 2011: 173). According to its statutes, it may comprise no more than twenty voluntary representatives from the Council, the Administration, the churches, the police and welfare providers. Its core task is to provide suggestions on the accommodation of refugees. This includes the search for suitable locations for accommodation and optimizing the existing ones. Furthermore, the round table coordinates the activities of civil society groups in the neighbourhoods of the accommodations.⁴

3.2.1 Employment

Together with the local job centre which has seven branch offices in the city, the Employment Agency of the City of Cologne is responsible for the employment and vocational training of refugees. While the local Employment Agency is dealing with the refugees that have applied for asylum, the job centres are in charge once those procedures have been completed. In 2015 the Employment Agency of NRW decided to bundle the activities of the local Employment Agencies and job centres for refugees in so-called Integration Points⁵ (IP). The IP subsequently opened in Cologne is in charge of offering consultation and further measures to integrate asylum applicants into the local labour market. Initially, this office also took care of refugees from so-called “safe countries of origin” who are prohibited to work throughout the entire duration of their stay. Due to changes in the federal law, these persons have been advised directly by the EA ever since July 2017.(Stadt Köln 2017a: 43).

3.2.2 Education

The Administrative Department for Education, Youth and Sports (*Dezernat für Bildung, Jugendliche und Sport*) is the main authority for the education of refugees. In terms of childcare the responsibilities lie with the Youth Office (*Jugendamt*), which has branch offices in the districts. The School Authority (*Schulamt*) organizes schooling and the Office for Further Education (*Amt für Weiterbildung*) operates the adult education centre. Since 2005, the Participation and Integration Law of NRW also requires the establishment of a Local Integration Centre (*Kommunales Integrationszentrum*) in every city. In Cologne, this centre operates under the Administrative Department for Social Issues, Integration and Environment and functions as a first stop for refugees, redirecting them to the aforementioned institutions (Massumi et al. 2015: 29).

3.2.3 Social assistance

The Administrative Department for Social Issues, Integration and Environment is responsible for social assistance to refugees. The Housing Authority (*Amt für Wohnungswesen*) organizes accommodation and social-educational support in the facilities. Financial assistance according to the Asylum Seekers Benefit Act (*Asylbewerberleistungsgesetz*) is disbursed by the Office for Social Issues and Seniors (*Amt für Soziales und Senioren*) throughout the asylum procedure. After recognition or rejection of the asylum claim, payment is provided by the job centres as ULB II

⁴ For further information on the members and tasks of the round table for refugee issues see: <http://www.stadt-koeln.de/leben-in-koeln/soziales/integration/runder-tisch-fuer-fluechtlingsfragen-2> (last accessed 4 June 2018).

⁵ Cf. <http://www.jobcenterkoeln.de/site/integrationpoint> (last accessed 14 August 2018).

(Caritasverband für die Stadt Köln 2014: 14). The Health Authority (*Gesundheitsamt*) is in charge of medical check-ups in the group accommodations and the general health care provision for refugees (Stadt Köln 2017a: 14f).

3.2.4 Vulnerable groups

Responsibilities for vulnerable groups vary according on the needs of the particular group and the field of activity addressed. (Unaccompanied) minors fall within the duty of the Administrative Department of Education, Youth and Sport. The Youth Office takes unaccompanied minors into custody and provides services equal to those for German orphans. The Administrative Department for Social Issues, Integration and the Environment is responsible for health, persons with disabilities and seniors. The Health Authority and the Office for Social Issues and Seniors are in charge of service provision. Additionally, there are 39 hospitals in Cologne, four of which are public (including one university hospital)⁶. Within the Administrative Department for Social Issues, Integration and the Environment, the Office for Diversity (*Dienststelle Diversity*) is particularly dedicated to preventing discrimination based on gender, sexual orientation and disability.⁷

3.3 History of local philanthropy

Foundations have a centuries-old tradition in Cologne. The first foundation was established at the University of Cologne as early 1422, its aim was to assist poor students. During the following centuries numerous other foundations were established (Kölner Gymnasial- und Stiftungsfonds 2008: 1). It was especially those school foundations belonging to the Catholic church that funded schools and students, their goal being to prevent the spread of Protestantism (Adam 2011: 460). During the French Occupation in the 18th century, the school foundations became centrally managed by public authorities, yet their increase continued steadily (Adam 2011: 463). Apart from the originally church-affiliated school foundations, the accumulation of profits during the industrialisation at the end of the 19th century lead to the establishment of civic foundations by entrepreneurs, wealthy citizens and the city administration (Bilz 2008: 225f). Similar to the school foundations, they chiefly targeted social issues. During the world financial crisis and the Nazi regime, many foundations were expropriated or their assets destroyed (Strachwitz 2007: 102). Yet, some foundations in Cologne – e.g. the municipal ones – were able to survive as they were merged with other foundations.⁸ After the Second World War, the foundation sector in Western Germany was revived under the influence of US American foundations (Strachwitz 2007: 114f).

The philanthropic sphere is still seeing a strong development to this day. Apart from one of the biggest German foundations, the Fritz Thyssen foundation being headquartered in Cologne⁹, there are another 239 school foundations under the supervision of the Ministry

⁶ Cf. <http://www.stadt-koeln.de/leben-in-koeln/gesundheitsamt/krankenhaeuser> and for information on the public hospitals https://www.kliniken-koeln.de/Ueber_uns_index.htm?ActiveID=1019 (last accessed 14 August 2018).

⁷ Cf. <http://www.stadt-koeln.de/leben-in-koeln/soziales/diversity/dienststelle-diversity> (last accessed 14 August 2018).

⁸ Cf. <http://www.stadt-koeln.de/leben-in-koeln/soziales/unsere-stiftungen/stiftungen-eine-koelner-tradition> (last accessed 14 August 2018).

⁹Cf. <https://www.stiftungen.org/stiftungen/zahlen-und-daten/liste-der-groessten-stiftungen.html> (last accessed 14 August 2018).

of Education of NRW that continue the tradition of providing scholarships to students (Anheier et al. 2017: 381). In addition, the city acts as the administrator of 25 municipal foundations targeting chiefly social aims¹⁰ and since the beginning of the 2000s several community foundations have been created which operate either on the level of the whole city or in single districts.¹¹ In sum, 389 foundations make Cologne the city with the highest number of foundations in NRW¹² and, regarding the density of foundations per inhabitant in Germany, it ranks on place thirty¹³. The land NRW and the city of Cologne support the activities of foundations. For instance, the city administration and the umbrella organization of Cologne's foundations (*Kölner Stiftungen e.V.*) organize the triennial Cologne foundations days to raise awareness for the foundation sector in the city.¹⁴

4 Integration policy of the city

In 2012, the Council adopted an integration concept that had been developed by 300 actors from politics, civil society and especially migrant organisations in the past five years. It is entitled Concept to Strengthen the Integrative Urban Society (*„Konzept zur Stärkung der Integrativen Stadtgesellschaft“*). In this concept Cologne depicts itself as a “cosmopolitan and tolerant city” (*„weltoffene und tolerante Stadt“*) that considers cultural diversity as one of its main assets (Stadt Köln 2011: 4). Against this background, the promotion of integration is understood as a long-term political and societal goal aiming at equal participation for migrants in economic, cultural and political life. It encourages tolerance, acceptance and mutual respect (Stadt Köln 2011: 11). To reach this objective, the authors of the concept underline that various departments of the municipal administration have to be involved and that the cooperation with civil society actors plays a decisive role (Stadt Köln 2011: 16). Further, they dedicate a whole chapter to refugees stating that regardless of their legal status they are explicitly included into the integration policy of the city (Stadt Köln 2011: 49f).

In order to implement the integration concept, an intercultural action program (*„Interkulturelles Maßnahmenprogramm“*) consisting of an inventory of all existing integration-related programs as well as recommendations for steps to be taken in the future was published in 2014 (Stadt Köln 2014, Stadt Köln 2013). It outlines objectives and measures in the spheres of 1) Demographic change and aliens law; 2) Prevention of discrimination; 3) Participation; 4) Urban space; 5) Culture and sports; 6) Health; 7) Education; 8) Employment, vocational training and further education, 9) Elderly migrants. Since 2015, the Council has provided an integration budget for these measures. Given the recent increase in the number of refugees, the 2016 coalition agreement by Council

¹⁰Cf. <http://www.stadt-koeln.de/leben-in-koeln/soziales/unsere-stiftungen/stiftungen-eine-koelner-tradition> (last accessed 14 August 2018). For an example of a foundation see <http://www.stadt-koeln.de/leben-in-koeln/soziales/unsere-stiftungen/stiftung-fuer-not-geratene-einwohner-der-stadt-koeln> (last accessed 14 August 2018).

¹¹ Cf. <http://www.aktive-buergerschaft.de/buergerstiftungsfinder> (last accessed 14 August 2018).

¹²Cf. <https://www.stiftungen.org/stiftungen/zahlen-und-daten/stiftungen-regional/stiftungen-in-nordrhein-westfalen.html> (last accessed 14 August 2018).

¹³Cf. https://www.stiftungen.org/fileadmin/stiftungen_org/Stiftungen/Zahlen-Daten/2017/170327-JPK17-TOP50-Stiftungsdichte.pdf (last accessed 14 August 2018).

¹⁴Cf. <http://koelner-stiftungen.de/wp-content/uploads/2014/10/30.09.2013-Pressetext-Stiftungst%3%A4tigkeit-in-K%3%B6ln-und-Region.pdf> (last accessed 14 August 2018).

members from the CDU and Green Party acknowledges the consistent continuation of the integration concept and assures that the integration budget will be maintained (CDU Köln et al 2016: 20). In the following, the integration measures pursued by the integration concept and intercultural action program will be depicted according to the fields of interest for the research project.

5 Organization of refugee integration in the different policy fields

5.1 Employment

The integration concept formulates the goal to guarantee migrants a long-term, stable and equal participation in the labour market of the city. For refugees this means that the city strives to timely provide the necessary counselling, qualification and training (Stadt Köln 2011: 27). As the responsibilities in the field of labour are divided, a steering group for labour market policy was established, consisting of the Lord Mayor, politicians as well as representatives of the administration, employers' and workers' organizations (Stadt Köln 2013: 81). The steering group has various action fields, migration and integration being one of them.

In practice, the procedure of labour market integration will first lead refugees to the Integration Point where their personal data as well as language knowledge, legal status and job qualifications are registered. A second core task of the Integration Point is to provide early integration into the labour market or to create the prerequisites for that. This is by means of integration courses - provided by the local adult education centres - and further services (Stadt Köln 2013: 84). The federally funded project KompAS, for instance, combines integration courses with occupational orientation and skills assessment (Jobcenter Köln 2017: 4).¹⁵ If formal qualifications have been acquired abroad, they have to be recognized in Germany. The Integration Point supports the recognition of these qualifications by offering counselling, assistance and funding (Jobcenter Köln 2017: 4). After the closure of the asylum procedure, the job centres provide general active labour market programs for those refugees that have legal access to the labour market. As the integration concept stresses that migrants are overrepresented among the unemployed persons in Cologne (Stadt Köln 2011: 27), the city offers special support programs for them such as employment programs for women and occupational language courses (Stadt Köln 2013: 80, Jobcenter 2017: 4). With regard to the language courses, it is difficult to achieve a smooth transition between integration courses and employment-related language courses. Therefore, the city strives to facilitate a closer cooperation between the job centres, the Integration Point and the local Aliens Department (*Ausländerbehörde*) (Stadt Köln 2016: 34).

Furthermore, according to the integration concept, young migrants face difficulties when it comes to accessing and receiving vocational training (Stadt Köln 2011: 22). Therefore, the city regularly offers counselling which is not explicitly targeted at migrants or, more

¹⁵ A further federal program dedicated to the early integration of asylum seekers into the labour market is "Refugee Integration Measures" (*Flüchtlingsintegrationmaßnahmen*). It shall aid the early integration of asylum seekers into the labour market by providing low-threshold work opportunities within refugee accommodations or at public or nonprofit agencies. However, the administration of Cologne has come to the conclusion not to use the program (Stadt Köln 2017: 43).

specifically, refugees, but chiefly utilized by these groups (Stadt Köln 2013: 74f). In addition, there are federally funded measures assisting young refugees with and without a prospect of staying in Germany in finding vocational training. They help the youth to obtain school leaving certificates, give information on the German system of vocational training, offer job-related language courses and facilitate contact with employers (Gesemann/Roth 2017: 20).

Finally, the city also supports founding activities of migrants. In the scope of the district development concept "Mühlheim 2020", the local business consultancy offers advice, multilingual information material and vouchers to use services of professional consulting firms (Stadt Köln 2013: 81).

5.2 Education

The city of Cologne acknowledges that institutionalized childcare and preschool activities facilitate successful integration. Thus, apart from providing a place in a childcare facility from the age of one, the Youth Office also organizes various early education measures ranging from language development programs in childcare facilities to further activities aimed at enhancing the general acceptance and awareness of institutionalized childcare among refugee parents (Stadt Köln 2017a: 39).

In NRW a parallel model is employed to ensure refugee children attend school: Children can either be taught in separate classes focusing on language training or directly attend regular classes with additional language courses. The separate classes can either be "preparatory" classes that only accept students at the beginning of a school year, or they can be arranged as "reception" classes which are open to new students even after the school year has started. The goal of both types of separate classes is to enable children and youngsters to transfer to regular classes as soon as possible (Massumi et al. 2015: 6). After their arrival in Cologne, refugees with children at school age attend a consultation at the Local Integration Center. The child's personal data are recorded and forwarded to the School Authority which assigns the child to a school, preferably in the immediate vicinity of the child's home. Children are commonly first taught in separate classes (preparatory and reception classes), while only a minimal share attends regular classes right from the start (Massumi et al. 2015: 28f). Youth between 16 and 18 years of age are normally assigned to international support classes at vocational schools. They offer separate full-time classes where refugees can receive a first school leaving certificate that enables them to transfer to the regular system in the form of vocational training (Massumi et al. 2015: 50). Refugees that plan to study receive individual counselling at the international offices of the universities and can participate in preparatory language courses provided by the university language centres¹⁶. In addition to formalized education in schools, the city organizes extra-curricular activities for refugee children and other children with a lower educational background to increase their learning motivation and enhance their cultural understanding (Stadt Köln 2017a: 28f).

¹⁶ For further information see: https://www.th-koeln.de/mam/downloads/deutsch/hochschule/profil/information_for_refugees.pdf, <https://www.portal.uni-koeln.de/refugees.html> (last accessed 14 August 2018).

The integration concept prioritizes that all refugees have sufficient knowledge of the German language (Stadt Köln 2011: 19). To achieve this objective, the adult education centre provides around 600 German language courses for refugees (Stadt Köln 2017a: 29). Among these are federally funded integration and occupational language courses for refugees with a positive perspective of remaining (Stadt Köln 2017: 28). The land NRW finances additional courses for refugees aged sixteen and above, whose perspective of remaining is unclear and who are thus excluded from federally funded integration courses.¹⁷ Moreover, the adult education centre offers language courses for specific target groups - such as illiterate refugees - and other courses to enhance the general education of refugees, for example multimedia workshops for refugees (Stadt Köln 2017a: 16: 29).

In order to coordinate and connect public institutions and NPOs in the field of education, the city of Cologne implements the federal project Local Coordination of Educational Services for Newly Immigrated Individuals (*Kommunale Koordinierung der Bildungsangebote für Neuzugewanderte*) since 2017. The project finances three coordinators (one in the Local Integration Centre and one in the Regional Education Office (*Regionales Bildungsbüro*)) that are responsible for screening the local offers for refugees, setting up an information platform to provide easy access to education, and giving recommendations on improvements (Stadt Köln 2017a: 53f.).

5.3 Social Assistance

In NRW asylum seekers are first sent to one of the five reception centres of the land where they undergo an identification process, registration and health check. Approximately one week later, they are moved to one of 24 group accommodations or emergency shelters. There, they remain for at least three months until they are allocated to the municipalities (Bezirksregierung Köln 2015: 8f).

In 2004 the Council adopted guidelines for the accommodation of refugees (*„Leitlinien zur Unterbringung und Betreuung von Flüchtlingen in Köln“*), which was developed by the Round Table for Refugee Issues, together with members of the administration as well as welfare providers. The guidelines emphasize that the reception and integration of refugees should be part of an international and intercultural metropolis and stresses the integrating function of decentral accommodations. However, the continuously increasing number of refugees in combination with the tight housing market in Cologne meant that the concept could not be implemented in recent years. The transition from group accommodations to decentral ones stagnated. Since the end of 2014, the city had been forced to establish emergency accommodations in former hardware stores or gyms, and to rent hotels and guest houses for incoming refugees (Aumüller et al. 2015: 51-54). In parallel, the accommodation concept was revised neglecting decentral accommodation and making the sheer prevention of homelessness the first objective (Söhn et al 2017: 41). In this new version, the concept includes a four-phase model with different housing options that the city wants to employ (Ottersbach/Wiedemann 2017: 11f). In the first and second

¹⁷Cf.

https://www.mags.nrw/sites/default/files/asset/document/esf_basissprachkurse_arbeitsmarktintegration_fluechtlinge.pdf (last accessed 14 August 2018).

phase of the concept, light weight buildings and housing containers shall be created as emergency and provisional accommodations, while the city plans to refrain from renting already existing facilities. In the third phase, taking place in the next three to five years, the city intends to set up prefabricated buildings for refugees and students. It is only for the last phase, scheduled for the next five to ten years, that the concept envisages regular accommodation in line with the city's development concepts.

In practice, most refugees in Cologne are still staying in group accommodations (see Figure 1). However, as the amount of incoming refugees has recently gone down, meaning that at least all gyms and hardware stores could be abandoned (Stadt Köln 2017a: 5). The priority of the city is currently the establishment of provisional accommodations such as light weight buildings and housing containers. The completion of the first prefabricated buildings is anticipated for 2018 (Stadt Köln 2017a: 8-10).

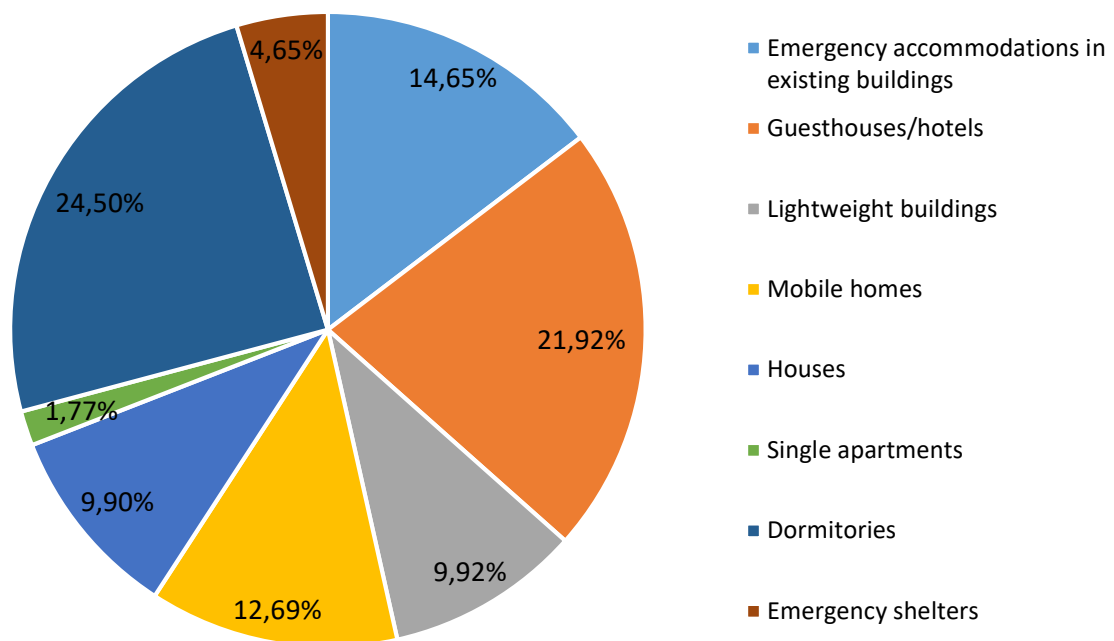


Figure 1: Types of refugee accommodation in Cologne August 2017.

Source: Stadt Köln 2017a.

Financial assistance to refugees in accordance with the Asylum Seekers Benefits Act is generally provided as cash benefits for accommodation, food, heating, clothes, household gadgets, health care and hygiene products.¹⁸ Nevertheless, newly arrived refugees in group accommodations receive a mixture of cash and kind benefits in the form of pocket money, group catering and vouchers (Caritasverband für die Köln 2014: 14).

Numerous public and non-profit actors offer counselling for a variety of issues and target groups. Social workers employed by the municipalities or on behalf of the municipality usually provide counselling on everyday life issues in the group accommodations. According to contracts that the city arranges with the providers of accommodations, the

¹⁸ Cf. <http://www.stadt-koeln.de/service/adressen/leistungen-nach-dem-asylbewerberleistungsgesetz> (last accessed 14 August 2018).

task of social workers is to inform the refugees about the asylum procedures as well as to assist them in their dealings with the authorities, health care issues and finding decentral accommodation. Moreover, they shall foster integration by involving refugees into the neighbourhood and solving potential social problems (Ottersbach/Wiedemann 2017: 17-19).

5.4 Vulnerable groups

Whilst the EU directive prescribing a screening procedure for vulnerabilities has not yet been implemented into federal law in Germany, the special needs of particular groups of refugees are already mentioned in Cologne's concept for the accommodation of refugees adopted in 2004. It states that traumatized individuals, single women, chronically ill persons and those with disabilities shall be transferred from emergency accommodations to regular housing as soon as possible (Stadt Köln 2004: 9). Furthermore, in 2016 an expert conference on vulnerable groups consisting of representatives of the Council and the Round Table for Refugee Issues drafted up five detailed recommendations for action. In sum, they demand better procedures for the identification and accommodation of vulnerable individuals and trainings to sensitize public employees and volunteers (Stadt Köln 2017a: 21f). The following paragraphs will present the integration procedures for vulnerable groups in detail focussing on (unaccompanied) minors, women, or lesbian, gay, trans- or intersexual persons (LGBTI), traumatized persons, as well as persons with disabilities and elderly refugees.

5.4.1 (Unaccompanied) minors

The youth office takes into custody children and youth who arrive in Cologne without a legal guardian and is responsible for the clearing procedure determining their need for support. It is also in charge of finding accommodation, care and pedagogic supervision and can transfer these tasks to recognized providers of youth and welfare services. In general, unaccompanied minors should be placed with a foster family, in foster homes or other forms of assisted living. However, as the amount of incoming minors doubled from 2014 to 2015, it was not possible to provide sufficient foster facilities. Thus, the children were temporarily placed in emergency shelters that did not meet the regular standards.¹⁹

In contrast to unaccompanied minors, children who arrive with their families live in regular group accommodations which have less demanding standards than youth welfare facilities, e.g. in terms of recreational facilities and privacy. The expert conference on vulnerable groups has resulted in several recommendations for minors. For instance, it was suggested that the city end the accommodation of children and their families in emergency shelters, engages pedagogical professionals in group accommodations, and obliges providers of facilities to develop a concept for the protection of minor refugees in all types of accommodations (Stadt Köln 2017a: 22).

Generally speaking, minor refugees have access to the same youth welfare services as German children and youth. Apart from the offers in schools, these encompass 73 child and youth facilities, 9 youth clubs, as well as several offers of mobile youth work and

¹⁹ Cf. <https://ratsinformation.stadt-koeln.de/getfile.asp?id=526673&type=do&> (accessed 14 August 2018).

further projects that are provided by non-profit providers according to contracts with the local youth office. Furthermore, the city finances NPO projects that specifically target the integration of refugee children. In particular, these services include leisure, sports as well as cultural and counselling activities. They are conducted in cooperation with the local School Authority or Sports Authority as well as youth projects of the land NRW²⁰ (Stadt Köln 2017: 39).

5.4.2 Female and LGBTI refugees

Cologne understands itself as a “city without discrimination” (*“diskriminierungsfreie Stadt”*) in which diversity has been practiced for years, a fact that is reflected in a large gay and lesbian community (*“German capital of lesbians and gays”*), active elderlies and a strong disability movement. It was against this background that the city signed the “Charter of Diversity” (*Charta der Vielfalt*)²¹ and created a local action plan for diversity (Stadt Köln 2013: 10). The action plan underlines that LGBTI refugees form a vulnerable group and that the city undertakes various policies to protect them (Stadt Köln 2017a: 21). For instance, the Housing Authority initiated a planning group including representatives of the LGBTI community, NPOs and the relevant public offices in 2016 (Stadt Köln 2017a: 27). The establishment of an accommodation for twenty LGBTI refugees in 2017 can be seen as a first success of the group’s work. Furthermore, the Council plans to develop a training concept on the topic for employees and volunteers in refugee accommodations.

With regard to female refugees, two accommodations that can house up to 125 women and their children have been established (Stadt Köln 2017a: 8-9). Additionally, the Office for Children, Youth and Families (*Amt für Kinder Jugend und Familie*), the local police and several NPOs have developed guidelines for the prevention of domestic violence to be implemented in all accommodations. Against this background, trainings on the prevention of domestic violence were conducted with public employees (Stadt Köln 2017a: 14). Furthermore, several counselling, labour market integration and education programs are offered by public providers and NPOs. While some target women in general, others specifically aim at female migrants and refugees (Stadt Köln 2013: 55f, 80f, Stadt Köln 2017a: 19).

5.4.3 Health care and trauma

NRW was the first area state to introduce an electronic insurance card for refugees according to the “Bremen model” (Wächter-Raquet 2016: 18). Nevertheless, cities can freely decide whether they want to utilize the electronic insurance card. In Cologne the card was adopted in 2016, thus replacing the former system where the social welfare office had to issue health insurance certificates for every individual medical treatment (Ottersbach/Wiedemann 2017: 32). The costs for the electronic insurance card (including 8 percent administrative charge for the participating insurers) are reimbursed to the health

²⁰ An example of such a project is <https://www.kulturrucksack.nrw.de>. (last accessed 14 August 2018).

²¹ The Charter of Diversity is a project initiated by several German companies to promote diversity and equal opportunities in German businesses and public administration. The project is under the patronage of chancellor Angela Merkel. For further information see: <https://www.charta-der-vielfalt.de/die-charta/> (last accessed 14 August 2018).

insurance companies by the city (Wächter-Raquet 2016: 19). Services covered by the card follow the scope of §§ 4 and 6 of the Asylum Seekers Benefits Act and are therefore limited to emergency treatments, vaccinations and maternal care (Wächter-Raquet 2016: 22). The city administration has so far evaluated the introduction of the electronic insurance card positively. Until April 2017, 4400 refugees had obtained an electronic insurance card and, according to city officials, the administrative effort was reduced significantly, too.²²

The City's Health Department offers special services for traumatized persons. Support is organized and coordinated by the Social Psychiatric Service (*Sozialpsychiatrischer Dienst*) and a psychiatric unit for children and youth (*Kinder- und Jugendpsychiatrische Beratungsstelle*). The central provider of treatment for asylum seekers and those with unclear legal status is the Therapy Centre for Victims of Torture Cologne (*Therapiezentrum Folteropfer Köln*) operated by a non-profit organization. It provides psychotherapeutic and social support for refugees from battle zones (Ottersbach/Wiedemann 2017: 45; Caritasverband für die Stadt Köln: 2014: 37). Additionally, in 2017 a clearing process for refugees affected by trauma was introduced by the Social Psychiatric Service. In this procedure, professionals examine refugees regardless of any previous signs of trauma in order to provide them - if necessary - with suitable accommodation and care (Stadt Köln 2017a: 18f).

Criticism has been voiced with regard to the refugees' access to the health care system. For instance, it was bemoaned that results of medical check-ups undertaken in the reception centres were not forwarded to the municipalities (Ottersbach/Wiedemann 2017: 32). Moreover, while healthcare professionals work in Cologne's group accommodations for a few hours per day and send refugees to physicians, psychological personnel is not usually present. Furthermore, psychological care is impeded by a limited amount of therapists and language barriers. This is problematic as diagnosis and treatment of psychological illnesses is often only possible in the mother tongue of the patient. The city considers health a crucial component of integration. Therefore, it recently strengthened its efforts to integrate refugees into the local care system and prevention offers. Measures include health check-ups and immunizations for students enrolling in schools, provision of a variety of information material as well as the provision and adaptation of sex education for schools and accommodations (Stadt Köln 2017: 19-20). To tackle the problem of insufficient language skills, the city is currently setting up a pool of interpreters for the health sector (Stadt Köln 2017: 17).

5.4.4 Elderly people and persons with disabilities

Persons with disabilities and the elderly can receive counselling in the Office for Social Issues and Seniors, several community centres in the districts and the Centre for Self-Determined Life Cologne (*Zentrum für selbstbestimmtes Leben Köln*) (Stadt Köln 2013: 88). Furthermore, the model project Network for Refugees with Disabilities (*Netzwerk Flüchtlinge mit Behinderung*) was established in 2015 (Ottersbach/Wiedemann 2017: 45). It serves as an interface between the Office of Diversity and as voluntary refugee and

²² Cf. <http://www.stadt-koeln.de/politik-und-verwaltung/presse/ein-jahr-gesundheitskarte-fuer-gefluechtete-koeln> (last accessed 14 August 2018).

disability aid and offers counselling explicitly for refugees. The network currently comprises thirty partners.

6 Involvement of NPOs and volunteers in refugee integration

The city of Cologne acknowledges that NPOs play an important role in the integration policies of the city. It considers voluntary engagement as a vehicle to encourage solidarity within the urban society by supporting newcomers to settle in and, in the long run, to manage their lives independently (Stadt Köln 2017: 46). The city thus supports the engagement of NPOs with funds from the municipal budget, networking activities and qualification measures (Otten/Kubisch 2016: 3). Apart from the continuous engagement of welfare associations, many informal welcome initiatives were formed in the neighbourhoods of refugee accommodations as a response to the rapid increase of incoming refugees in autumn 2015. The city government explicitly appreciates these initiatives as they relieve burden from the public administration, which is often operating at its limit (Otten/Kubsich 2016: 3). In order to provide networking and coordination activities as well as qualification particularly for these new initiatives, the Volunteer Agency of the city and a NPO established the centre for welcome culture (*Zentrum für Willkommenskultur*) (Stadt Köln 2017: 48). Furthermore, longstanding initiatives for refugees that have developed from protest movements against right-wing extremist groups in the 1980s and 1990s exist in Cologne (Häusler 2017: 42). Finally, many migrants' organizations and their umbrella organizations are active in Cologne (Die Beauftragung der Bundesregierung für Migration, Flüchtlinge, Integration 2011). On behalf of the city, they frequently operate intercultural centres assisting migrants with language training, interpreters and mentoring (Stadt Köln 2017: 47-48). In the following, the involvement of NPOs will be presented according to the policy fields under study.

6.1 Employment policy

In the field of labour market integration, NPOs provide training, qualification and counselling and act as job agents. The project Chance+, Network for Refugees and Employment (Chance+, *Netzwerk für Flüchtlinge und Arbeit*) for instance, which is funded by the European Social Fund (ESF) and the Federal Government, provides assistance with the recognition of foreign qualifications, occupational skills, language training as well as assistance in the job application procedure. The project, which is coordinated by the job centre Cologne, is conducted in collaboration with six NPOs.²³

While this network is dedicated to the general integration of refugees into the labour market, other projects focus on providing vocational training for refugees. For example, the Chamber of Industry and Commerce and the Chamber of Crafts Cologne each installed an integration pilot funded by the ESF and the Federal Government in the framework of the project Perfect Fit (*Passgenaue Besetzung*).²⁴ These integration pilots serve as an interface between enterprises and refugees seeking vocational training. Similarly, the foundation of the Chamber of Industry and Commerce Cologne (*IHK Stiftung für Ausbildungsreife*) focusses on young refugees and their integration into the labour market.

²³Cf. http://www.jobcenterkoeln.de/common/library/dbt/sections/_uploaded/2017-Flyer%20-%20Chance-%20Plus_final.pdf (last accessed 14 August 2018).

²⁴ Cf. <https://www.hwk-koeln.de/32,752,1247.html> (last accessed 14 August 2018).

It implements own projects and gives grants to projects with similar objectives. Its own programmes consist of language courses, career guidance and internships. The goal is to qualify the participants for vocational training or to provide orientation to young refugees that have already finished vocational training.²⁵

6.2 Education

Education is chiefly provided by public institutions in Germany. NPOs are thus mainly involved as providers of childcare facilities or after-school activities. In Cologne, many primary and special education schools are organized as open full-time schools.²⁶ This means that the actual classes take place in the morning while in the afternoon the children stay in the school facilities and take part in voluntary activities, supervision and workshops, which are commissioned to NPOs. They receive additional grants from the state NRW to supervise refugee children (Stadt Köln 2017a: 28). For older children and youth, sports associations and cultural facilities organize low threshold activities on behalf of the city administration. They are often not exclusively conducted with refugees and therefore facilitate the exchange with other children and integration. Furthermore, the city funds mentoring programmes for young refugees by NPOs or organizes individual buddy programmes via the Volunteer Agency (Stadt Köln 2017a: 27, 32).

For adult refugees, education is mainly provided in the form of language tuition by the adult education centre. Furthermore, cultural activities that facilitate the exchange between refugees and citizens of Cologne are coordinated by the volunteer agency. An example for such activities, there are welcome walks, in which locals introduce the city to refugees (Stadt Köln 2017a: 37).

6.3 Social assistance

Apart from public providers, non-profit and for-profit organizations also provide accommodation for refugees based on contracts with the city (Ottersbach/Wiedemann 2017: 22). These contracts regulate the standards in the accommodations regarding e.g. the tasks and qualification of employees, social support, financing and conflict management according to the concept for refugee accommodation published in 2004. After the Council for Refugee Issues criticized the conditions in the accommodations, supplementary standards regarding the personnel ratio, healthcare and cooperation with voluntary personnel were introduced in June 2017 (Stadt Köln 2017c). To ensure the protection of the rights of refugees in the accommodations, an ombudsman service in cooperation with an NPO was established. It shall focus on complaints regarding discrimination, violence, sexual assaults and violations of human rights. Furthermore, since 2011 the city has cooperated with NPOs to find suitable private accommodation for refugees (Stadt Köln 2017a: 9).

Counselling for refugees is one of the prime activities of NPOs in Cologne. It is provided by a plurality of organizations aiming at different target groups and topics. As the variety

²⁵ Cf. <https://www.ihk-stiftung-koeln.de/programme/ausbildungs-arbeitsperspektive/> (last accessed 14 August 2018).

²⁶ For a list of the open full-time schools and their NPO cooperation partners see: <https://www.stadt-koeln.de/service/produkt/offene-ganztagschulen> (last accessed 14 August 2018).

of counselling offers can easily become unmanageably high, “integration pilots” operate in Cologne. These are migrants that are employed and qualified by the welfare organization to support newcomers without sufficient language knowledge and provide “orientation similar to a compass”.²⁷ Their tasks encompass supporting calls and communication with public and private institutions and disclosing information about social and cultural activities in the districts. While until 2014, the integrations pilots worked chiefly on a voluntary basis, the city currently finances salaried ones via ESF funding (Stadt Köln 2017a: 32-33). Whilst the integration pilots aim at all fields of integration of migrants, the city supports the Berlin model of “neighbourhood mothers” (*Stadtteilmütter*) in order to improve the education and development of children from migrant families (Stadt Köln 2013: 56). The tasks of the neighbourhood mothers include the provision of counselling and information on the German education system, language training possibilities, physic and psychic development of children and similar topics.

Activities by NPOs that facilitate the empowerment and participation of refugees and their interests mainly take place upon the invitation of the government. In the past years the Round Table for Refugee Issues Cologne has cooperated with a broad range of NPOs to place the goals of refugees on the agenda of the Council. The Refugee Council Cologne (*Kölner Flüchtlingsrat e.V.*) together with other NPOs and individuals formed an initiative to raise awareness for the situation of migrants without documents and improve their humanitarian situation in 2004 (Prößl 2011: 176). As an outcome the city now funds an NPO that operates a specialized advisory service for migrants without documents (Stadt Köln 2017a: 47). Furthermore, the city has supported the self-organization of refugees by funding the refugee centre “Fliehkraft”, which is solely managed by refugees and provides counselling on questions of the asylum procedure, family reunification and labour market access (Stadt Köln 2013: 94).

6.4 Vulnerable groups

Supported by the city administration or the land NRW, a variety of NPOs provide specialized counselling for refugees belonging to vulnerable groups. For instance, two integration agencies - funded by the land NRW and hosted by welfare organizations - offer counselling for vulnerable groups in various languages. While the first one is dedicated to LGBTI refugees, the second one hosts the city’s anti-discrimination office providing a contact point for women, persons with disabilities or chronic diseases, elderly people and all other groups that experience discrimination (Stadt Köln 2017a: 48).

Despite these already well-established offers, the significant needs of refugees in the fields of healthcare, psychological treatment and supervision of unaccompanied minors recently led to an increase of local public funding for certain initiatives or the extension of projects. For example, within the framework of the revised minimum standards for refugee accommodation, the city aims at optimizing health care by funding additional medical personnel and a medical coordination body attached to a welfare association (Stadt Köln 2017c). Similarly, it strives to put the issues of reproductive health and violence more prominently on the agenda of public institutions and NPOs. To achieve this

²⁷ Cf. <http://www.stadt-koeln.de/politik-und-verwaltung/presse/preistraeger-von-koelnengagierte-2014-stehen-fest> (last accessed 14 August 2018).

goal, it ensures that general advisory services for pregnant women and traumatized individuals pay more attention to individuals that had to escape from their home countries (Stadt Köln 2017: 20). Furthermore, the support for traumatized refugees was increased as the city quadrupled the annual public funding for the Therapy Centre for Victims of Torture in 2015 (Stadt Köln 2017: 20). For children coming to Germany without legal guardians, the Youth Office started to cooperate with NPOs in an advertisement campaign to find and qualify voluntary custodians for unaccompanied minors.²⁸

7 Conclusion

Cologne's long history of migration and its philanthropic tradition have led to the establishment of a broad variety of public and non-profit actors promoting the integration of migrants into the urban society. Since the 2000s, refugees have been considered a vital part of this urban society as Cologne's integration concept explicitly includes them in all integration-related measures. Similarly, the city was a pioneer in developing guidelines for decentral and systematic accommodation of refugees. Yet, as the quick increase in the numbers of refugees exhausted the reception capacities, the city had to make the prevention of homelessness its first objective and can only slowly shift back to the provision of decentral housing.

In its integration concept, the city sees integration into the urban society as a long-term political goal cutting across various administrative departments. Therefore, in addition to implementing federal programs or those of the land NRW, the city deploys an integration budget in order to set up and subsidize projects targeting the special needs of migrants and refugees in Cologne. As labour market integration and education are chiefly in the hands of the federal and state level, the additional efforts of the city concentrate on improving social assistance and the situation of vulnerable groups. This way, the city underlines its self-conception as a city of diversity that is free of discrimination.

The city's policies for refugees rely on NPOs and support them by endowing them with funds and trainings. While some organizations work on a contractual basis to provide services on behalf of the city, others are voluntary initiatives ensuring the political participation of refugees or facilitating integration into the social sphere via sports and music. Types of NPOs range from longstanding welfare associations, organizations that were founded from social movements and migrant organizations to newly established welcome initiatives. Together with the municipal offers, these NPOs form a tight infrastructure giving assistance to different types of refugees and their needs. As this infrastructure can easily appear like an opaque jungle for refugees, volunteers and public employees, the city has installed coordination bodies and projects that are active on the level of the whole city or in single policy fields to interconnect the various actors and to provide the best support for every refugee.

This report has outlined a general view on the cooperation between the city of Cologne and non-profit organizations. At the same time, it has raised several questions and issues that have to be addressed in detail in the upcoming case studies of the project:

²⁸ Cf. <http://www.stadt-koeln.de/politik-und-verwaltung/presse/vormundschaften-fuer-minderjaehrige-fluechtlinge> (accessed 14 August 2018).

- Do the modes of cooperation differ between longstanding welfare associations, migrant organizations and newly formed initiatives?
- Which models of cooperation are used for organizations that engage in policy-making, which ones are frequent for organizations that chiefly engage in service provision?
- How do non-profit organizations collaborate with each other and to what extent has this collaboration changed due to the recent arrival of refugees?
- Has the arrival of refugees and Cologne's ongoing administrative reform changed the cooperation with non-profit organizations?
- Against the background of Cologne's strained budgetary situation, in which ways are public funds allocated? Which types of non-profit organizations have easy access to funds, which ones face difficulties?

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