

LoGoSO

中德 Germany China

Models of Co-operation
between Local
Governments and Social
Organizations –
Migration: Challenges
and Solutions

LoGoSO Research Papers Nr. 18

Social Assistance and Housing – Auszugsmanagement

Christina Grabbe, University of Bremen

February 2020

LoGoSO Research Papers Nr. 18

ISSN: 2570-2351

The Publication Series

LoGoSO Research Papers is the publication series of the LoGoSO Germany China Research Project, edited by Prof. Dr. Katja Levy, Assistant Professor for Chinese Politics and Law at Freie Universität Berlin.

The LoGoSO Research Papers Series serves to disseminate first results of the ongoing research in the LoGoSO Germany China Project (www.logoso-project.com). Inclusion of a paper in the LoGoSO Research Papers should not limit publication in any other venue. Copyright remains with the authors.

Contact

Freie Universität Berlin
Fabeckstr. 23-25, R. 1.1124
14195 Berlin
katja.levy@fu-berlin.de

www.logoso-project.com

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.

Contents

1	Introduction.....	2
2	Information on the participating organizations	2
2.1	Amt für Wohnungswesen / Housing Office.....	2
2.1.1	Activities and internal governance structures.....	2
2.1.2	Networks	2
2.2	Cartitasverband für die Stadt Köln e.V. / Caritas Association of the City of Cologne	3
2.2.1	General information	3
2.2.2	Internal governance structures	3
2.2.3	Activities	4
2.2.4	Networks	4
2.3	Kölner Flüchtlingsrat e.V. / Cologne Refugee Council.....	5
2.3.1	General information	5
2.3.2	Internal governance structures	5
2.3.3	Activities	6
2.3.4	Networks	7
2.4	Deutsches Rotes Kreuz Kreisverband Köln / German Red Cross District Association Cologne7	
2.4.1	General information	7
2.4.2	Internal governance structures	7
2.4.3	Activities	8
2.4.4	Networks	8
3	Information on the program and the co-operation with the local government.....	8
3.1	General information on the selected program and its development	8
3.2	Distribution of responsibilities in the program	9
3.3	Co-operation with the local government.....	10
3.4	Assessment of the effect of the program.....	13
4	Conclusion	14
5	References.....	15

1 Introduction

The Auszugsmanagement is a network of the housing office (*Amt für Wohnungswesen*) of the city of Cologne and three partner organizations. These are the Cologne Refugee Council (*Kölner Flüchtlingsrat*), the Caritas Association of the City of Cologne (*Caritasverband für die Stadt Köln*) and the German Red Cross District Cologne (*Deutsches Rotes Kreuz Kreisverband Köln*). Since 2011, the Auszugsmanagement has been assisting refugees in their search for private accommodation in the city. To achieve this goal, it offers counselling sessions for individual clients. As the demand for its services increased rapidly in recent years due the arrival of many refugees, it supplemented its offers with group workshops informing refugees about the German housing market.

The report will be structured as follows. The first chapter will present the network organizations in terms of their activities, internal governance structures and co-operation with other actors. The second chapter then focuses on the Auszugsmanagement in particular. The chapter begins with a short introduction to the program and its development. Subsequently, the activities of the network and the responsibilities of the partner organizations will be depicted. Finally, the model of co-operation with the local government will be examined in more detail and the effect of the program will be assessed. Then finally, a conclusion summarizes the results.

2 Information on the participating organizations

2.1 Amt für Wohnungswesen / Housing Office

2.1.1 Activities and internal governance structures

The administration of Cologne is structured into nine departments (Grabbe 2018: 5). The housing office belongs to the department for social issues, integration and the environment.¹ In this office the city administration assembles all task related to the local housing market such as the control of rental charges, the promotion of public housing or the disbursement of housing allowances.

It is structured into five units (Stadt Köln 2017: 49). One of these is specifically concerned with the provision of housing for homeless people and refugees. It is organized into several offices which are responsible for the acquisition of new housing objects for this target group, the building of new facilities, social services and technical services (AW_FM). Finally, a fifth office named refugee management (*Flüchtlingsmanagement*) takes care of the housing office's public relations work in terms of refugee accommodation and acts as an entry point for complaints. The funds available to the housing office are determined in the city's budget plan set by the city council each year (Stadt Köln 2018b: 287f.). In reaction to the arrival of many refugees starting in 2013, the funds for the housing office were enlarged. These additional funds were utilized to employ additional members of staff, particularly social workers for the shared accommodations and administrative personnel (AW_FM). In 2017, the housing office employed 385 members of staff (Stadt Köln 2017: 49).

2.1.2 Networks

The arrival of many refugees did not only lead to the employment of further personnel but also demanded better co-operation with other departments of the public administration (AW_FM). For this reason, in 2013 the Lord Mayor established a task force assembling all heads of those offices and

¹ See <https://www.stadt-koeln.de/politik-und-verwaltung/dezernate/index.html>, last accessed 03/03/2019.

departments concerned with the accommodation of refugees. Next to the housing office, these were the social welfare office, immigration authority, fire brigade and the human resource department. The introduction of a refugee coordinator in 2016 amplified the exchange between these departments and further streamlined the activities of the related departments (Grabbe 2018: 6). For instance, monthly round tables were introduced in each district where stakeholders from the housing office, other departments of the public administration and social organizations meet regularly to discuss the daily work in refugee accommodations (AW_FM). Furthermore, many informal welcome initiatives were formed in the neighborhoods of refugee accommodations (Grabbe 2018: 17). The city administration reacted by introducing so called integration pilots whose task it is to coordinate and assist the newly formed initiatives and longstanding voluntary organizations (ibid.). The housing office stands in close exchange with these integration pilots (AW_FM).

2.2 Caritasverband für die Stadt Köln e.V. / Caritas Association of the City of Cologne

2.2.1 General information

The Caritas Association of the City of Cologne was established in 1915 to alleviate severe hardship during the first world war. For this reason, it began to unite and aid catholic social service organizations and parishes. (Caritasverband für die Stadt Köln e.V. 2016: 1). While the association focused on the support and counselling of other organizations in the first decades of its existence, it began to open its own retirement homes, childcare facilities and centers of assisted living for people with disabilities after the second world war (ibid.: 2). The arrival of migrants from Southern Europe in the 1960s caused the Caritas to introduce welfare services and counselling offices for this target group (ibid.: 5). During the decades, these services and facilities for the elderly, children, the disabled and migrants were diversified further. By now, it encompasses over 80 facilities and services all over Cologne.²

Refugees have been on the agenda of the Caritas Cologne since the late 1970s when it established a home for the so called “boat people” from Laos (ibid: 5). In 1985, it opened a therapy center for victims of torture (*Therapiezentrum für Folteropfer*) as a specialized counselling service for traumatized refugees (ibid.: 6). Reacting to the arrival of many refugees in 2014, the organization has expanded its services for this target group (ibid: 7).

2.2.2 Internal governance structures

The Caritas consists of six business units. Each comprises one activity field of the association (Caritasverband für die Stadt Köln e.V. 2018a: 36-37). Relevant for the accommodation of refugees is the business unit integration and family assistance (*Integrations- und Familienhilfen*) (ibid.). It assembles several services for refugees and employs 200 persons (CH_CVK). The business units are governed by an executive board consisting of two people. They are instated by a members’ assembly (Caritasverband für die Stadt Köln e.V. 2018a: 36). The members’ assembly consists of representatives from the 36 local parishes, specialized associations and the regular member associations (ibid.). Additionally, the Caritas operates several social enterprises (ibid.).

Funding for the Caritas Cologne comes from several sources. The major share are service fees, particularly health insurance funds (76 percent), followed by public subsidies (11 percent) and church taxes (5 percent) (ibid.: 28). The remainder consists of donations and interest income (ibid.). In recent

² See https://caritas.erzbistum-koeln.de/koeln-cv/ueber_uns/organisation/, last accessed 9/11/2018.

years, the share of public subsidies has grown as the organization has expanded its counselling and care services for refugees (ibid.).

The organization employs 1,765 salaried and 1,630 voluntary members of staff (ibid.: 22). Volunteers are traditionally involved in a broad range of activities (CH_CVK). Their tasks range from supervising and coaching children to palliative care. An agency of the Caritas matches volunteers with their desired activity and suitable organizations (Caritasverband für die Stadt Köln e.V. 2018b). Volunteers are not directly involved in the counselling work of the Auszugsmanagement; however, they might accompany participants of the program to flat viewings or appointments with authorities (CH_CVK).

2.2.3 Activities

On the one hand, the Caritas Association of the City of Cologne represents the interests of its member organizations at the city level. On the other hand, the Caritas comprises several facilities and services that range from kindergartens to retirement homes (Caritasverband für die Stadt Köln e.V. 2018b). In order to give refugees shelter, it operates nine group accommodations for about 1,200 refugees.³ Social workers of the Caritas provide refugees living in these accommodations with information regarding their asylum procedure, language courses, health care and access to employment. Furthermore, they facilitate contacts between refugees and local welcome initiatives. Other activities of the Caritas for refugees encompass legal counselling on the asylum procedure or psychosocial counselling for victims of torture (CH_CVK). In the field of education, a new co-operation with the catholic church of Cologne has been set up. This is the so-called “Initiative New Neighbors” (*Aktion Neue Nachbarn*) which offers language courses in the facilities of the Caritas and parishes (ibid.). The courses are conducted by volunteers and funded by the catholic church (ibid.). In the field of labor market integration, the organization offers counselling, internship placement and preparatory courses which are specifically crafted for refugees (ibid.). Furthermore, refugees are welcome to join the associations vocational training centers dedicated to all people in need of special support.

2.2.4 Networks

The Caritas Association is strongly interlinked with the catholic church of Cologne (Caritas 2018a: 32). Further, in the course of its activities for refugees, it co-operates with various public authorities and private organizations, particularly the housing office, the local job center, the immigration authority, the chamber of commerce, educational providers and businesses (CH_CVK). Moreover, as a member of the Round Table for Refugee Issues Cologne (*Runder Tisch für Flüchtlingsfragen Köln*), which acts as an advisor to the council and administration of Cologne, it is involved into policymaking (ibid.). In 2004, the Caritas Cologne supported a local campaign to guarantee refugees staying in Cologne with the legal status of an exceptional leave to remain a permanent residence permit (Prölß 2011: 180). The result of this campaign was the establishment of a commission to advise the local immigration office on its decisions in special cases of hardship (ibid.: 181). The Caritas has been a member of this commission since then (Caritasverband für die Stadt Köln e.V. 2016: 8; CH_CVK).

³ See https://caritas.erzbistum-koeln.de/koeln-cv/fluechtlinge_einwandernde/fluechtlinge/wohnen_fuer_fluechtlinge/informationen-zu-einrichtungen/, last accessed 03/03/2019.

2.3 Kölner Flüchtlingsrat e.V. / Cologne Refugee Council

2.3.1 General information

The Cologne Refugee Council was founded in 1984 upon the initiative of members of the Protestant Church of Cologne and local representatives of the non-governmental organization Amnesty International. Its aim is to strengthen the rights of refugees and assist their integration (Kölner Flüchtlingsrat e.V. 1984: 1). Nowadays, refugee councils are active in many German cities, but at that time it was one of the first of its kind. In the 1980s, refugees had to deal with xenophobic sentiments in Cologne (Häusler 2017: 42). Also, the local political parties and public administration interpreted federal residency regulations very restrictively (Kölner Flüchtlingsrat e.V. 1984: 1). Thus, in its early years the organization consisted of individual members and institutions such as social organizations, churches or student associations, while the co-operation with the local public administration and political parties was explicitly refused. The protocol of the inaugural meeting reads:

Practice in recent years has demonstrated that due to the increasing hostility towards foreigners, the administration handles the anyway unclear laws and implementations provisions restrictively. For this reason, there will be no great store set by the involvement of the administration. The refugee council seeks to counteract the restrictions through its work and contacts.⁴ (Kölner Flüchtlingsrat e.V. 1984: 2).

This work included the provision of individual assistance to refugees to prevent their deportation, to highlight discrimination of refugees by public entities and to inform the local population about the situation of migrants (Kölner Flüchtlingsrat e.V. 1984: 2).

During the early years, the activities of the organization were conducted on a voluntary basis. In 1987, the organization employed its first two salaried members of staff via a work integration scheme. They opened a business office to which refugees could come with their concerns and needs (Kölner Flüchtlingsrat e.V. 2014: 3). Since then, the association has scaled up its activities and staff continuously, for example by establishing counselling centers for refugees all over the city. Likewise, the relationship between the city administration and the organization has improved during the years. The first official co-operation took place in 2000, when the Cologne Refugee Council and the Caritas Association District Cologne organized, jointly with the local administration, a conference on the topic of refugees suffering from disease (ibid.). Furthermore, the city administration has demonstrated its acknowledgements of the organization by providing funding for its counselling centers and giving it several awards (ibid.).

2.3.2 Internal governance structures

In 1996 the Cologne Refugee Council was officially registered as an association (Kölner Flüchtlingsrat 2014: 3). It is led by a managing board of three people (ibid.). While it started as a solely voluntary undertaking, it has professionalized its structures thoroughly over the years (KF_GF). Nowadays, its operative tasks are conducted by a team of several paid staff members. While their number was less than a dozen for most of the time, the organization grew due to heightened demands for its services

⁴ “Die Praxis der letzten Jahre hat gezeigt, dass die Verwaltung die ohnehin unklar definierten Gesetze und Ausführungsbestimmungen wegen der zunehmenden Ausländerfeindlichkeit restriktiv handhabt. Daher wird auf die Mitarbeit der Verwaltung keinen Wert gelegt. Der Flüchtlingsrat versucht durch seine Arbeit und Kontakte den Restriktionen entgegenzuwirken.“

during the recent arrival of many refugees (KF_MA). Currently, it employs about 27 members of staff and several freelancers responsible for language courses (KF_MA; KF_GF). With a growing number of employees, the organization faced several management challenges in recent years. Therefore, it underwent a restructuring process in 2015, which organized all employees in ten teams, each led by a team leader and responsible for a specific service. Simultaneously, the administrative tasks of the organizations were outsourced (KF_GF).

Regardless of the professionalization of the organization, voluntary engagement remains a cornerstone of its resources. It has set up several mentoring projects relying chiefly on volunteers.⁵ One team of the association coordinates these projects and provides the volunteers with trainings and support (KF_MA). No allowances are paid (ibid.).

The activities of the Cologne Refugee Council are financed by a mix of grants and subsidies from public authorities (90 percent) and foundations and private donors (10 percent) (KF_GF). Public contributions are chiefly provided by the city of Cologne on a contract basis (60 percent), while a smaller share originates from the state of North Rhine-Westphalia (30 percent) and the European Union (10 percent) (ibid.). Donations are provided by service clubs such as Rotary or likeminded human rights organizations, i.e. ProAsyl (Westphal 2018).

2.3.3 Activities

The overall goal of the Cologne Refugee Council is to help refugees obtain their rights (KF_MA). To this end, all activities of the association either inform refugees about their rights or enable them to utilize them, for instance they provide language courses or by sensitizing the local population to the situation of refugees (ibid.).

Specifically, the Refugee Council operates several centers all over the city providing counselling regarding asylum law and residence status (Kölner Flüchtlingsrat e.V. 2019). For example, one counseling center is operated in the facilities of the immigration authority and thus easily accessible for those seeking help. Second, the organization runs time-limited and third party-funded projects with likeminded organizations. In co-operation with another non-profit organization, it operates the refugee center “Fliehkraft” where language courses, sports and free-time activities for adult and minor refugees are offered (Fliehkraft 2018). In the neighboring city Bonn, the Cologne Refugee Council participates in the network Chance+ that assists the labor market integration of refugees in the Rhine area (Chance+ 2018).⁶

A third focus of the association is to promote the voluntary engagement of refugees all over the city (KF_MA). To this end, it runs mentoring projects for minor refugees, or whole families, through the engagement of volunteers (Kölner Flüchtlingsrat e.V. 2019). Further, it sponsors the Forum for Welcome Culture (*Forum für Willkommenskultur*), which is an internet platform that encourages the exchange of recently established welcome initiatives and assists their work through workshops and trainings (ibid.).

⁵ For further information see <https://www.koelner-fluechtlingsrat.de/#30>, last accessed 04/03/2019.

⁶ The network Chance+ was also analyzed as a case study in the LoGoSO project (work package 7, deliverable 30).

2.3.4 Networks

The Cologne Refugee Council is a highly political organization that is well connected in the city and the state of North Rhine-Westphalia. At the beginning of the 2000s, the city of Cologne shifted its policy towards refugees drastically. While the city's policies were hitherto characterized by deterrence and exclusion, refugees were then considered a vital part of the urban society and Cologne became a prime example of progressive integration policies. The Cologne Refugee Council was one of the driving forces of this change, as it initiated the Round Table for Refugee Issues which developed guidelines for the accommodation of refugees (Prölß 2011: 172). These were considered to be pioneering because they favored decentral housing over large shared accommodations. Since then, the Cologne Refugee Council has continued its political work via this round table and joined additional ones such as the Cologne Round Table for Integration (*Kölner Runder Tisch für Integration*) or the Working Group Asylum Cologne (*Arbeitskreis Asyl Köln*) where the city's welfare organizations, churches and left parties assemble (Kölner Flüchtlingsrat e.V. 2019).⁷ On the regional level, the association regularly engages with other refugee councils. It was one of the first members of the Refugee Council of North Rhine-Westphalia (*Flüchtlingsrat NRW*) that assembles regional counselling centers for refugees.⁸

2.4 Deutsches Rotes Kreuz Kreisverband Köln / German Red Cross District Association Cologne

2.4.1 General information

The German Red Cross District Association Cologne is a large umbrella welfare association for about 20,000 social organizations, which are mostly municipal organizations of the Red Cross (Deutsches Rotes Kreuz Kreisverband Köln e.V. 2019). Nonetheless, the organization is not only an amalgamation of its members, but also offers a broad range of social services for the population of Cologne. These range from child to palliative care and encompass assisted living, as well as outpatient services. Furthermore, the district association organizes voluntary work and trains volunteers for emergencies (Deutsches Rotes Kreuz e.V. 2018: 50). With these services, it follows the goals and guidelines of the international Red Cross Movement, which are humanity, non-partisanship, voluntariness, neutrality, unity and universality (ibid.).

2.4.2 Internal governance structures

The German Red Cross is structured as a federal association, 19 state associations, 420 district and 4,386 municipal organizations (Deutsches Rotes Kreuz 2018: 50). While the federal association sets the overall goals and supervises the compliance with the guidelines of the Red Cross Movement, the single member associations are independent organizations that can set their own foci in their operative work (ibid.).

The German Red Cross District Cologne employs around 900 salaried employees and 650 volunteers (Deutsches Rotes Kreuz Kreisverband Köln 2019). It is organized into a district assembly, which consists of representatives of all member organizations. This district assembly elects a board of 14 voluntary members (ibid.). The operative work is led by a managing director and his deputy (ibid.). The

⁷ See <http://www.rundertischkoeln.de/gruppendifkriminierung-im-express-fluechtlinge-sind-keine-winterurlauber/>, last accessed 20/02/2019.

⁸ See <https://www.fnrw.de/in-eigener-sache/aufgaben-struktur.html>, last accessed 04/03/2019.

association is financed by donations from businesses and individual sponsors, service charges and grants from public sponsors and membership fees (Deutsches Rotes Kreuz 2018: 60).

2.4.3 Activities

The activities of the Red Cross Association District Cologne can be grouped into five thematic fields (Deutsches Rotes Kreuz Kreisverband Köln 2019). First, the association offers services for the elderly such as ambulatory care, meals on wheels and a 24-hours emergency call service. Second, the organization provides services for the disabled or mentally ill in the form of assisted living and transport services. A third target group are families and children. The association helps in child raising according to book VIII of the German Social Code and helps families to obtain a place in a childcare center. The fourth activity field is health care, namely patient transport, as well as preventative sports and first aid courses. The final target group are refugees. On behalf of the city of Cologne, it manages 16 refugee accommodations in the city and operates a local counseling center. This center focuses on the wellbeing of refugees and encourages their equal participation in the German health care system.

Volunteers are involved in numerous activities of the organization.⁹ On the one hand, they can participate in voluntary emergency services, namely by assisting medical services, blood donations or logistical and technical tasks. Second, volunteers can provide social services such as mentoring and homework assistance for autochthone and refugee children or grocery shopping for the elderly.

2.4.4 Networks

Similar to the other social organizations participating in the program Auszugsmanagement, the German Red Cross District Association Cologne is a member of the Round Table for Refugee Issues and thereby shapes local policies (Prölß 2011: 173; Stadt Köln 2019).¹⁰ Furthermore, its social workers attend the round tables of each district, which assemble those stakeholders who are involved into the accommodation and integration of refugees (AW_FM).

3 Information on the program and the co-operation with the local government

3.1 General information on the selected program and its development

The program Auszugsmanagement was initiated by the Cologne Refugee Council in 2011 with the goal to help refugees leave shared accommodations and find suitable private housing (KF_GF). This poses an enormous challenge to refugees for two reasons. First, similar to other German cities, the housing market situation in Cologne is very tense (Stadt Köln 2015: 3). Second, refugees are particularly disadvantaged because they are not familiar with the German housing market and face additional bureaucratic hurdles due to their residency status. The approach of the Auszugsmanagement addresses these particular challenges refugees face:

The idea of Auszugsmanagement is [...] that those seeking help are accompanied by social workers. The problem is that, particularly for low-income earners or recipients of benefits, the act of renting a flat is linked to a lot of bureaucracy. And that is insanely difficult for people coming from another country and who are not familiar with a bureaucracy of that extent, who perhaps do not speak the language and have numerous other problems. It is very typical for our clients that they have one

⁹ For a detailed overview of the possibilities of voluntary engagement see <https://www.drk-koeln.de/mitwirken/mitwirken.html>, last accessed 04/03/2019.

¹⁰ See <https://www.stadt-koeln.de/leben-in-koeln/soziales/integration/mitglieder>, last accessed 20/02/2019.

appointment after the other and that they must settle many issues that we personally are not concerned with.¹¹ (KF_AM)

During the years, the Auszugsmanagement has grown from a one-man-project of the Cologne Refugee Council to a network with four partners and seven full-time employees (AM_FM). Through its good connections via round tables, the Cologne Refugee Council was able to recruit the German Red Cross District Cologne and the Caritas Association of the City of Cologne for the project. In 2013, the three social organization convinced the city administration to finance it as a two-year project and to employ a coordinator for the project. Finally, at the end of 2017, the continuous demand motivated the city council to make the network a continuous component of its service portfolio (AW_FM). Since then, the city administration finances the coordinator and a fulltime employee at each partner organization as a permanent position. Further, three full-time employees are financed via time-limited project grants. The majority of the network staff are social workers, while some have also studied education science (AW_FM).

The basic component of the Auszugsmanagement is individual case management. Social workers inform the refugees about the German housing market during individual counselling sessions (Auszugsmanagement 2019). They help them search for suitable accommodations and accompany them to flat viewings. Furthermore, they assist the refugees in applying for social benefits such as housing allowances or financial grants for furniture and domestic appliances. As the demand for the services of the network has grown immensely and overstrained the capacities of all participating organizations, the network has recently introduced group workshops in refugee accommodation (AW_FM). In this way, it aims to build client capacity and enable them to find flats independently (Auszugsmanagement 2019).

3.2 Distribution of responsibilities in the program

Responsibilities in the program are distributed as follows: Firstly, social workers employed at the housing office inform refugees living in shared accommodations about the program and collect applications (Auszugsmanagement 2019). They forward these applications to the program coordinator who updates the list of clients regularly (Stadt Köln 2018: 6). Applications are prioritized by a rating system favoring refugees that belong to a vulnerable group, have a good prospect to stay and have already lived in a shared accommodation for quite some time (ibid.). A fourth criteria is their ability to integrate in their new neighborhood. This is determined by the housing office in close co-operation with the immigration authority and social welfare office (Caritas 2014: 13). Further, it is the responsibility of the coordinator to organize team meetings and to manage the contact with potential property owners and the municipal housing company GAG (Stadt Köln 2018: 6). She forwards their housing offers to the social organizations in the network. Finally, the coordinator is also in charge of the public relations work of the network and its connections to other departments of the public administration (ibid.). For instance, she informs other departments about the work of the network and

¹¹ “Also die Idee vom Auszugsmanagement ist, (...) dass die Betroffenen, die Hilfesuchenden von Sozialarbeitern begleitet werden. Das Problem ist, gerade wenn man Geringverdiener ist oder Leistungsbezieher, dann ist einfach dieser Akt an sich eine Wohnung anzumieten, mit sehr viel Bürokratie verbunden. Und das ist wahnsinnig schwierig für Menschen, die aus anderen Ländern kommen und die diese Bürokratie in dem Ausmaß nicht kennen, die vielleicht die Sprache nicht können und die noch zig andere Probleme haben. Also ganz typisch für unser Klientel ist, dass sie einen Termin nach dem anderen haben und ganz viele Dinge abklären müssen, die wir privat nicht abklären müssen.”

gives presentations in municipalities across Germany that are interested in innovative housing concepts for refugees.

In turn, it is the task of the social workers of the non-profit partners to support the refugees in finding a flat. Refugees usually attend individual counselling sessions where they are informed about the German housing market (KF_MA). Together with the social workers, they search for suitable offers and attend flat viewings. Social workers also assist the refugees in their dealings with authorities, be it their application for housing allowances and social benefits or by providing them with contacts to welcome initiatives or childcare facilities in their new neighborhood (ibid.). In order to solve potential conflicts, and to guarantee a sustainable integration, the social workers usually function as contact persons for refugees, landlords and authorities up to three months after the rental contract has been signed (Auszugsmanagement 2019). Volunteers are not directly involved in the work of the Auszugsmanagement, but social organizations usually refer participants to their mentoring programs or free-of-charge language courses run by volunteers (KF_MA). With the recent shift of the program to group workshops, it has also become the responsibility of the non-profit organizations to develop these workshops and provide them in refugee accommodations (AW_FM).

3.3 Co-operation with the local government

As the coordinator of the program is employed at the housing office, the collaboration within the network can be seen as a form of co-operation between non-profit organizations and the local administration. The network partners regularly communicate via telephone and email and gather on team meetings every month to discuss the operational work. Additionally, every two months, the leading employees come together to discuss the strategic development of the program (AW_FM). In general, the co-operation between public administration and network partners is seen as functioning smoothly, as they all follow the overarching aim to find suitable private accommodation for as many refugees as possible (ibid.). Furthermore, the network partners are familiar with each other as they have been collaborating at round tables and working groups since the beginning of the 2000s. Correspondingly, the strategic team meetings of the Auszugsmanagement are described as dialog-oriented and participatory by the coordinator of the program:

Previously, we collect topics [...] and of course, the colleagues from social organizations can suggest agenda points and then we go through the topics. Of course, they can propose all kinds of issues. That is our basis, rather dialogue oriented.(AM_FM)¹²

Nonetheless, she highlights that the room the network's flexibility is limited by the rules and processes of the public administration. For instance, the Auszugsmanagement has signed a contract with the public housing company GAG, which it must adhere to (AM_FM). This demonstrates that the structures of the co-operation are not entirely participatory, but also influenced by the hierarchies of the public administration.

Apart from this rather positive view by the coordinator, the representatives of non-profit organizations mentioned aspects of the co-operation that should be improved, particularly regarding the structures of the Auszugsmanagement. They consider it problematic that the coordinator of the network stands

¹² "Wir sammeln vorher Themen, [...] und die Kollegen von den Trägern können natürlich auch Punkte vortragen und dann geben wir die Punkte durch. Natürlich, die können alle möglichen Vorschläge miteinbringen, das ist ja unsere Basis, [...], eher im Dialog."

at the lower end of the hierarchy of the housing office and is only employed on a part-time basis. This is seen as insufficient to cover the position's workload and gives the network a bad negotiating position when dealing with other departments of the public administration (KF_GF). Furthermore, there is a critical concern that the tasks of the coordinator are not clearly defined. This leads to situations in which housing office and social organizations take opposite views regarding their tasks and competencies. For instance, a representative of the Cologne refugee council considers the coordinator as a connection between social organizations and public authorities that should assist the individual case management and mediate potential conflicts between social organization and public administration (AM_MA). In contrast, the housing office currently defines the coordinator as an administrator of client lists and press officer for the program (AW_AM). Finally, the network partners suggest that their collaboration should be further intensified and their communication with clients and public authorities standardized (Stadt Köln 2018: 5). They feel this is important to presenting the Auszugsmanagement as a united front.

Apart from the internal collaboration within the network, the relations of the network to other departments of the public administration were also analyzed. On the basis of a contract, the local public housing company GAG forwards approximately one hundred housing offers to the coordinator of the network per year (Stadt Köln 2018: 8; AM_FM). In turn, the coordinator invites each non-profit organization to suggest two participants per housing offer. A representative of a social organization describes the co-operation between the GAG and Auszugsmanagement as difficult because its structures and procedures are complicated and not transparent for external actors (KF_GF) So it is not clear upon which criteria the GAG selects which suggested participant receives an offer for a flat (ibid.). These non-transparent structures are especially noteworthy against the background that in 2017, cases of bribery between the city administration and the GAG made headlines. Employees of the housing department and the GAG provided refugees with flats against a payment of several thousand euros (n.a. 2017).

Next to this contract-based co-operation, the social workers of the Auszugsmanagement usually enter into contact with the local administration when assisting their clients. If the income of a participant is insufficient, the responsible public agency such as the job center supplements the income or covers housing costs completely by paying the rent and rent deposit to the landlord. These regulations are equal for recognized refugees and Germans (Gluns 2018a). Many of these issues are seen as problematic. Employees of the social organizations bemoan that the respective regulations are highly complicated and processes within public agencies take too long. Especially the job center is seen as a troublemaker. It can take up to two weeks until it confirms to pay the rent for a client which is counterproductive on the dynamic private housing market (Stadt Köln 2018: 10). Furthermore, the communication between the job center and other public agencies is described as slow and payments are not processed in time:

Very complicated, the devil is in the details. In particular, the transfer of data from the social welfare office to the job center. The job center is itself a catastrophe. [...] Rent deposits are overdue and rents are not paid because it all takes so long. The landlords are hopping mad or rather terminate contracts without previous notice. (KF_GF).¹³

¹³ "Sehr kompliziert, der Teufel steckt da im Detail. Insbesondere die Überleitung von Daten vom Sozialamt ins Jobcenter. Das Jobcenter selber ist eine Katastrophe. [...] Kauttionen sind überfällig,

Moreover, the organization and customer friendliness of the job center are criticized. It is not possible to contact its responsible employees directly. Instead, all inquiries have to be processed over a central customer hotline and email. This leads to a situation in which several employees of the job center deal with the same client of the Auszugsmanagement. As their work approaches and communication forms are not standardized, this leads to confusion and further delay (Stadt Köln 2018:11). For instance, some clerks of the job center accept that documents are sent via e-mail, others demand clients to show up in person (ibid.). In contrast to this, the social welfare office, is generally stressed as a positive example. Its employees can be contacted directly via phone and mail and they are eager to solve problems non-bureaucratically (ibid.: 12).

Another key issue for many clients of the Auszugsmanagement is to obtain a certification stating they are eligible to rent publicly subsidized housing (*Wohnberechtigungsschein*). If they handed in the respective documents, they usually receive this document after 14 days (Stadt Köln 2018: 12). Nonetheless, clients staying in Germany with an uncertain residential status such as a toleration seem to be an exception from this rule as administrators have a margin of discretion in these cases (ibid.). This is suboptimal, as it is not transparent upon which criteria refugees are assessed (ibid.).

Next to this co-operation with public authorities in the process of finding and renting accommodation, the clients of the Auszugsmanagement are often in need of further assistance and counselling regarding their residency status, psychosocial support as well as schooling and childcare. The Auszugsmanagement has therefore set up good contacts to the respective public institutions, social organizations and welcome initiatives (Stadt Köln 2018: 15; KF_MA; AW_AM). With the goal to develop an information brochure on the topics of finding a flat and relocation, the network initiated a regular exchange with the municipal integration center, the housing office and the local tenant's association (Stadt Köln 2018: 15). Additionally, employees of the Auszugsmanagement plan to join the meetings of the office of family affairs in order to develop a similar brochure for those families that have relocated and need assistance in raising their children. Apart from this co-operation of service provision, the Auszugsmanagement is not involved into policymaking. Its representatives do not consider it to be their task to attend any dialogue fora or round tables to this end (AW_FM; KF_AM). However, as demonstrated in chapter 2, the individual network partners, particularly the Cologne Refugee Council, are very eager to influence policies on the local and regional level.

In sum, the case of the network Auszugsmanagement shows different forms of collaboration with the local government and administration. Firstly, the network itself is a form of co-operation as the administration of Cologne finances the coordinator at the housing office and the members of staff working at the participating non-profit organizations. The coordinator is responsible for the administrative tasks and public relations of the program, while the partner organizations are in charge of the actual counselling activities and workshops conducted in refugee accommodation facilities. The co-operation is based on participatory structures as indicated by the fact that the social organizations are involved into the decisions and further development of the project. Nonetheless, hierarchies are also visible as the program has to follow the rules and processes of the public administration. Secondly, the network collaborates with other departments of the public administration on a case-by-case basis

Mietzahlungen werden durch die Behörden nicht geleistet, weil das einfach so lange dauert. Die Vermieter sind stinksauer, bzw. kündigen dann auch fristlos."

depending on the living situation and needs of the individual participants. In this regard, during interviews the representatives of the social organizations cited that the success of the program is impeded by the public administration's slow and bureaucratic processes and that its structures and decisions are often not transparent.

3.4 Assessment of the effect of the program

The goal of the Auszugsmanagement is to enable refugees to leave shared accommodations by finding suitable private housing. The final reports published at the end of each project phase provide information as to what extent this objective has been reached. In the third project phase (01.10.2015 - 31.12.2017), 1,564 out of 3,347 persons who had applied for Auszugsmanagement services were relocated to private accommodation (Stadt Köln 2018: 2). Table 1 shows the quota of placements according to the residency status of clients.

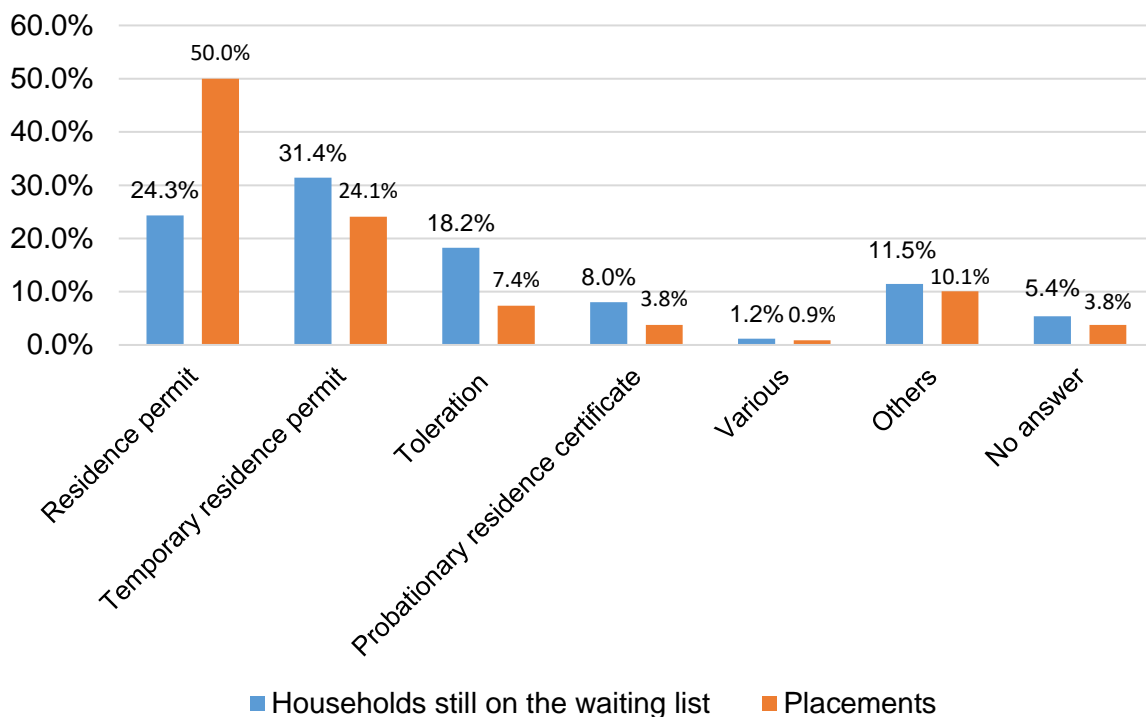


Table 1: Households on the waiting list and placements according to their residency status. Own compilation on the basis of Stadt Köln 2018: 3:

Keeping in mind that the program prioritizes those refugees with a positive perspective to remain, it is not surprising that 74.3 percent of accommodations were found for people with a (temporary) residency permit (Stadt Köln 2018: 2). In contrast, only 7.4 percent of those staying in Germany on the basis of a toleration moved into a private accommodation (ibid.: 3). Regardless of this, the city administration considers the financial savings of the program as its central evaluation criterion and thus sees it as a huge success. It estimates that, through the accommodation of refugees in private homes instead of hotels and shared accommodations, it has saved 8 million euros during each year of the third project phase (Stadt Köln 2018: 3).¹⁴

¹⁴ The city administration utilized maximum benefit levels to calculate these savings, so that the actual savings might be in fact smaller (Stadt Köln 2018: 4).

Nonetheless, representatives of the Auszugsmanagement and the public administration still see room for improvements. Both emphasize that the amount of housing provided by private property owners has decreased significantly during the third project phase (Stadt Köln 2018: 8; KF_MA). For this reason, the recommendation is to enhance the public relations work of the program, for example by presenting positive examples of placement and integration via the media and poster campaigns (Stadt Köln 2018: 8). Moreover, private property owners frequently favor tenants with specific religious beliefs or countries of origin and demand to be informed about these before signing a contract. Therefore, representatives of the program suggest sensitizing property owners to avoid discriminatory practices and to respect the privacy of tenants (ibid.).

4 Conclusion

The program Auszugsmanagement is an example of a successful co-operation between the local public administration and social organizations. It is based on a contract where the local administration provides funding to the social organizations and has installed a program coordinator. Although the network partners come from different backgrounds, have different fields of expertise and resources, their history of co-operation on round tables has fostered a close relationship among them. They share the goal of finding suitable private accommodation for as many refugees as possible. Furthermore, the participating non-profit organizations are well established in the city. They all have previous experience with either counselling or the accommodation of refugees. Against this background, the network structures are participatory and allow all members to contribute their resources and expertise to its development and decisions. Yet hierarchies are visible, as the suggestions and ideas of partner organizations have to be in line with the rules and processes of the public administration.

However, there are factors impeding the success of the network. Firstly, representatives of the participating non-profit organizations are not content with the role of the coordinator. They are of the opinion that this position should be filled by a full-time employee in a leading position in order to strengthen the goals and agency of the program. Secondly, employees of the Auszugsmanagement are in favor of standardizing the program's processes and forms of external communication to present it as a united front.

Next to this collaboration within the network, its partner organizations communicate with other departments of the public administration on a case-by-case basis when providing counselling and assistance to refugees. They perceive their dealings with the public administration as often bureaucratic, lengthy and not standardized, which makes it complicated to rent a flat on the competitive private housing market. Moreover, the decisions of the public administration are perceived as lacking transparency. For instance, it is not clear upon which criteria the public housing company GAG selects tenants for its flats.

Finally, the Auszugsmanagement does not only assist its clients in finding an accommodation, but also provides them with contacts to childcare facilities or further counselling centers. For this reason, it has set up good connections to the respective public actors and non-profit organizations. However, it does not shape policies, but understands itself purely as service provider that leaves policy making to its member organizations.

Interviews:

CH_CVK	Employee of Caritas Association of the City of Cologne. (Caritasverband für die Stadt Köln e.V., Mitarbeiterin Chance+)
KF_MA	Cologne Refugee Council, employee in the program Auszugsmanagement (Kölner Flüchtlingsrat, Mitarbeiter im Programm Auszugsmanagement)
KF_GF	Cologne Refugee Council, managing director (Kölner Flüchtlingsrat, Geschäftsführer)
AW_FM	Housing office of the city of Cologne, employees of the department refugee management (Amt für Wohnungswesen, Mitarbeiter der Abteilung Flüchtlingsmanagement)
AW_AM	Housing office of the city of Cologne, employees of the program Auszugsmanagement

5 References

Auszugsmanagement (2019) Unterstützung von Flüchtlingen bei der Wohnungssuche Köln. Allgemeine Informationen. Leaflet. Köln.

Caritasverband für die Stadt Köln e.V. (2014) Ratgeber für das Ehrenamt. Flüchtlingen in Köln. Tipps und Informationen für ehrenamtliche Helferinnen und Helfer. Köln.

Caritasverband für die Stadt Köln e.V. (2016) Hundert Jahre Caritas Köln. Jubiläumsschronik. Köln.

Caritasverband für die Stadt Köln e.V. (2018a) Jahresbericht 2017. Köln.

Caritasverband für die Stadt Köln e.V. (2018b) Organigramm. Köln.

Chance+ (n.y.) Geflüchtete Menschen in Arbeit bringen. Flyer. Köln.

Deutsches Rotes Kreuz e.V. (2018) Jahrbuch 2017. DRK-Generalsekretariat. Berlin.

Deutsches Rotes Kreuz Kreisverband Köln e.V. (2019) Homepage.

FliehKraft Kölner Flüchtlingszentrum (2018) Aktuelle Angebote im Flüchtlingszentrum. Leaflet.

Gluns, D. (2018) Social Assistance for Refugees in Germany. LoGoSO Research Paper Series Nr. 4. Berlin.

Grabbe, C. (2018) Refugee Integration and Public Administration in Cologne. LoGoSO Research Papers Nr. 7. Berlin.

Häusler, A. (2017) Kein Kölsch für Nazis. Kommunales Wir-Gefühl als politische Mobilisierungsressource. APuZ 67 (1-3), pp. 41-46. ^[1]_{SEP}

Kölner Flüchtlingsrat e.V. (1984) Protokoll der konstituierenden Sitzung des Kölner Flüchtlingsrates am 19.3.1984 um 17:30 Uhr im Haus der evangelischen Kirche Kartäusergasse 9-11 5000 Köln 1.

Kölner Flüchtlingsrat e.V. (2014) 30 Jahre Kölner Flüchtlingsrat. Köln.

Kölner Flüchtlingsrat e.V. (2019) Homepage.

n.a. (2017) 'Korruptionsvergabe bei Wohnungsübergabe an Flüchtlinge'. Welt, 8 February.

Pröbß, C.-U. (2011) 'Flüchtlingspolitik und Flüchtlingsarbeit in Köln'. In Ottersbach, M. and Pröbß, C.-U. (eds.) Flüchtlingsschutz als globale und lokale Herausforderung. Wiesbaden: VS Verlag, pp. 169- 191.

Stadt Köln (2015) Wohnungsmarkt Köln – Expertenbefragung 2014. Höhere Anspannung bei gestiegenem Investitionsklima. Köln.

Stadt Köln (2017) Personalbericht 2017. Stadt Köln. Köln.

Stadt Köln (2018) Auszugsmanagement. Abschlussbericht 01.10.2015 – 31.12.2017. Köln.

Stadt Köln (2018b) Haushalt 2019. Band 2.

Westphal, H. (2018) 'Flüchtlingsrat will Schulklassen für die Situation Geflüchteter sensibilisieren', Kölnische Rundschau, 28 July.