

State Capital Dresden
Integration and Foreigners' Commissioner

Analysis of the Municipal Spheres of Activity

in preparation for the "Dresden Action Plan on Integration 2021-2026"

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Preliminary remarks

The "Integration Concept for People with a Migration Background in the State Capital Dresden 2015-2020" (V0220/14), which was adopted by the City Council on 28 May 2015, commissioned the Mayor to present a new or updated concept to the City Council by 2020 at the latest in addition to an interim report in 2017.

The "Interim Report on the Implementation of the Integration Concept for People with a Migration Background 2015-2020" (V2264/18) covered the reporting period 2015 to 2017 and was published at the start of 2018. It is available on the city's website at www.dresden.de/integration under the heading "Publications".

The process of revising the integration concept started in 2019 with a detailed discussion on the composition and structures of the document in the five working groups related to the spheres of activity and in the coordination group for the implementation of the integration concept, as well as in the specialist working group "Migration-Integration". These groups consist of internal and external specialists in the area of integration work (from offices, departments, migrant organisations, as well as from agencies and other stakeholders, some of whom are volunteers). Selected discussion outcomes were:

- Preparation and publication of a (further) report on the implementation of the integration concept for the period from mid-2017 to 2020
- Restructuring of the previous integration concept into an "Analysis of the Municipal Spheres of Activity" and a "Dresden Action Plan on Integration"
- Summary of previous spheres of activity and addition of more spheres of activity
- Outlining the general components of the analysis of spheres of activity (e.g., presentation of developments since 2015, consideration of urban sectoral planning in view of an imminent need for integration-relevant action, identification of problems and pointing out needs for action)
- The start of dovetailing/synchronising of the city's strategies in the areas of integration, equality, people with disabilities and with the "Local Action Programme for a Diverse and Cosmopolitan Dresden"

Accordingly in 2020, another "Report on the Implementation of the Integration Concept for People with a Migration Background 2015-2020", reporting period from 2017 to 2020 (V0586/20) was prepared under the leadership of the Integration and Foreigners' Commissioner and submitted to the City Council for information. This document can also be viewed on the city's website. In the same year, the Integration and Foreigners' Commissioner published a progress report titled "New Beginnings and Radical Changes - Progress Report by the Integration and Foreigners' Commissioner 2014-2019", which is also available online.

In a further step, the first draft of the "Analysis of the Municipal Spheres of Activity" was prepared in 2020/21. It focuses on selected integration-relevant topics with municipal relevance, but cannot claim to be exhaustive due to the large number of developments and needs for action.

After discussion and revision of the first draft of the analysis in the internal working groups related to the spheres of activity, and in the coordination group for the implementation of the integration concept (February to April 2021), the second draft of this analysis was presented to a broad public for discussion. Three public participation events took place in June/July 2021 in Dresden's New Town Hall. There was also the possibility of submitting written comments. At the same time, integration-relevant offices of the city administration were involved from an early stage (May to June 2021). Building on this, the "Analysis of the Municipal Spheres of Activity" was revised again.

Parallel to this, discussions began on the development of goals and measures for the new "Dresden Action Plan on Integration 2021-2026". Here, too, public participation provided valuable impetus.

While the analysis will be made available to the City Council for information, a resolution by the City Council – after discussion in the various municipal committees and advisory councils – is planned for the “Dresden Action Plan on Integration 2021-2026”. The discussion in the groups will begin in the late autumn of 2021 and should be completed by the start of 2022.

As not all statistics for the year 2020 were available at the time this analysis was prepared, older data has been incorporated in some places. Furthermore, most data for 2020 cannot be compared to previous years as it has been hugely influenced by the pandemic. Therefore, to arrive at solid findings, the figures for 2019 have been compared with those for previous years, and the data for 2020 is simply mentioned.

Important definitions and abbreviations that facilitate understanding of the text can be found in the list of abbreviations and the glossary at the end of the analysis.

Finally, we would like to thank all those who have been committed towards continuously preparing, contributing towards or constructively criticising and updating the texts in order to present this "Analysis of the Municipal Spheres of Activity". This applies in particular to all interns in the office of the Integration and Foreigners' Commissioner in 2020/21 and to all those involved in the public participation events.

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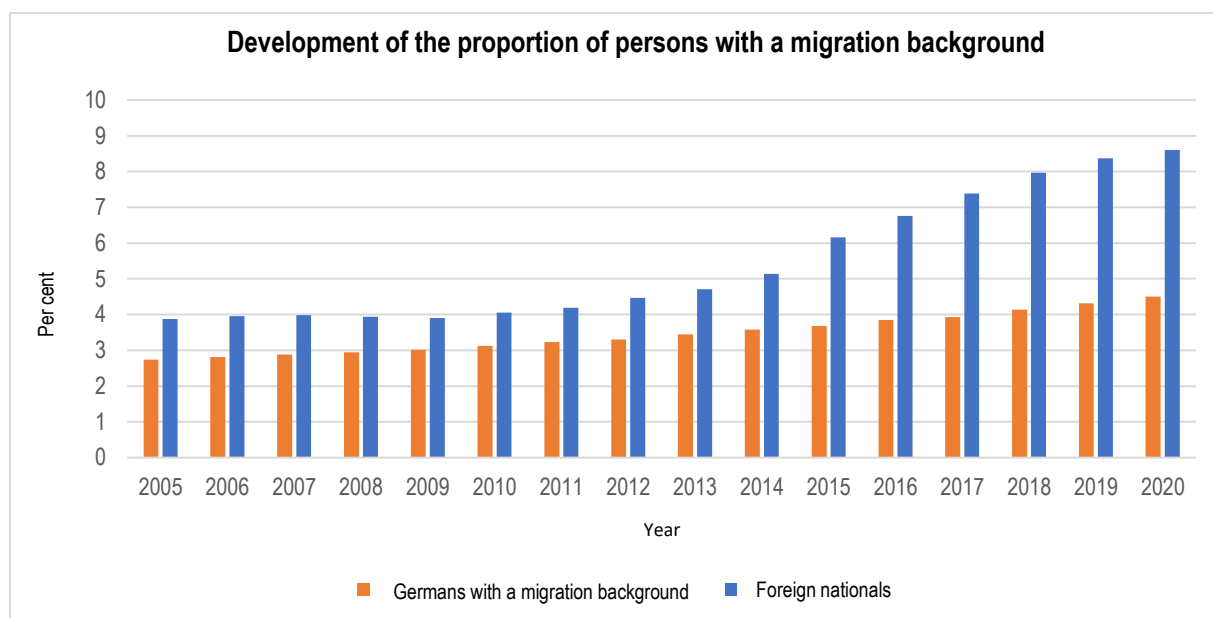
Facts and figures on migration and integration in Dresden

The population of Dresden is growing. While the Saxon state capital had 548,800 residents in 2015, this number had risen to 561,942 by 2020.¹ Part of this development can be attributed to the positive development trend in the group of people with a migration background. However, in view of the impacts of the pandemic, this trend will not continue in equal measure in the coming years. From 2021/22, a short-term increase in net migration is expected due to catch-up effects, but this will reduce in the long term.²

Of the 561,942 residents at the place of principal domicile, a total of 73,702 had a migration background as of 31 December 2020. Of these, 48,395 persons were foreign nationals and 25,307 persons were German nationals. Thus, the proportion of people with a migration background rose to 13.1 percent by the end of 2020 (8.6 percent foreigners and 4.5 percent Germans with a migration background).³ Among foreigners, about 44 percent were female and 56 percent male.⁴ At the top of the ranking list of countries of origin was the Russian Federation with 7,711 persons followed by Syria (5,697), Poland (4,263), China (3,066) and Ukraine (2,958).⁵

Figure 1: Development of the proportion of persons with a migration background in the population from 2005 to 2020 in Dresden (in percent)

Source: Cf. State Capital Dresden. Municipal Statistics Office: Population and households 2020. Dresden 2021, p. 16, in-house presentation.



Most foreigners in Dresden lived in the neighbourhoods Südvorstadt (West), Südvorstadt (East), Friedrichstadt, Johannstadt (North) and Gorbitz (South) (in descending order). The least number of foreigners were recorded in the neighbourhoods Schönhof/Schullwitz, Altfranken/Gompitz, Langebrück/Schönborn and Hosterwitz/Pillnitz (in ascending order) (also see sphere of activity "Housing").⁶

¹ Cf. State Capital Dresden. Municipal Statistics Office: Population and households 2020. Dresden 2021, p. 16.

² Cf. State Capital Dresden. Municipal Statistics Office: Population forecast 2020. <https://www.dresden.de/de/leben/stadtportrait/statistik/bevoelkerung-gebiet/bevoelkerungsprognose.php>, available on 15 February 2021.

³ Cf. State Capital Dresden. Municipal Statistics Office: Population and households 2020. Dresden 2021, p. 16.

⁴ Cf. State Capital Dresden. Municipal Statistics Office: Existing population, foreign population at the place of principal domicile by neighbourhoods, gender and five age groups as of 31 December 2020. Preliminary work dated 14 April 2021.

⁵ Cf. State Capital Dresden. Municipal Statistics Office: Population and households 2020. Dresden 2021, pp. 17, 19.

⁶ Cf. State Capital Dresden. Municipal Statistics Office: Existing population, foreign population at the place of principal domicile by neighbourhood, gender and five age groups as of 31st December 2020. Preliminary work dated 14 April 2021.

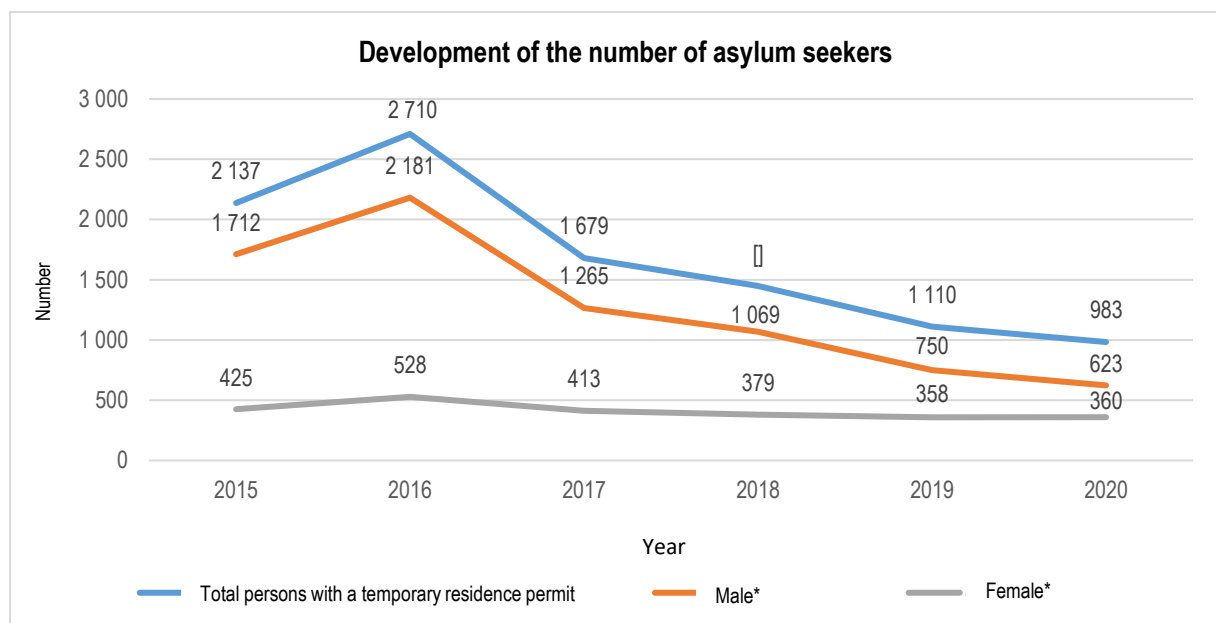
On 31 December 2020, approximately every second or third person with a foreign passport in Dresden had a residence permit (e.g., for education/employment reasons, for reasons of international law, for humanitarian, political or family reasons), approximately every fourth foreign person had the right of free movement as a citizen of a state of the European Union (EU), and approximately every sixth or seventh foreign person had a settlement permit. Only about every 32nd foreign national had a tolerated stay permit and every 49th had a temporary residence permit because their asylum applications were still being processed.⁷

Asylum in Dresden

At the end of 2020, 983 foreign nationals with a temporary residence permit were living in Dresden. They were thus in the middle of an initial or follow-up asylum procedure. The number of asylum seekers has been declining since 2016. The highest number of asylum applications (2,710) were filed in 2016. The number of asylum applications was 1,679 in 2017, 1,449 in 2018 and only 1,110 in 2019.⁸ It is striking that the proportion of female* asylum seekers was lower than that of male* asylum seekers in each of the years considered, albeit with an upward trend. It was 20 percent (425 persons) in 2015, already 25 percent (413 persons) in 2017, around 32 percent (368 persons) in 2019 and around 35 percent (360 persons) in 2020. However, a closer look shows that this is a statistical effect that can be explained by the even more significant decrease in the number of male* asylum seekers, while the number of female* asylum seekers remained relatively stable.⁹

Figure 2: Development of the number of asylum seekers in total and by gender from 2015 to 2020 in Dresden

Source: Cf. Federal Office for Migration and Refugees: AZR statistics as of 31 December 2015, 2016, 2017, 2018, 2019 respectively, State Capital Dresden; State Capital Dresden. Citizens' Office: Preliminary work dated 26 January 2021, in-house calculation and presentation.



In 2020, most of the people who were in an initial and follow-up asylum procedure came from the Russian Federation (around 15 percent), followed by Iran (10 percent), Syria (9 percent), Iraq (9 percent), Libya (7 percent) and Venezuela (5 percent).¹⁰ In 2019, Afghanistan led the statistics, followed by the Russian Federation, Iran and Iraq. In the years 2016 to 2018, most people with a temporary residence permit came from Afghanistan, in 2015 from Syria.¹¹

⁷ Cf. Federal Office for Migration and Refugees: AZR statistics as of 31st December 2020, number of people with a migration background with the various residence permits in the state capital Dresden in 2020, own calculation.

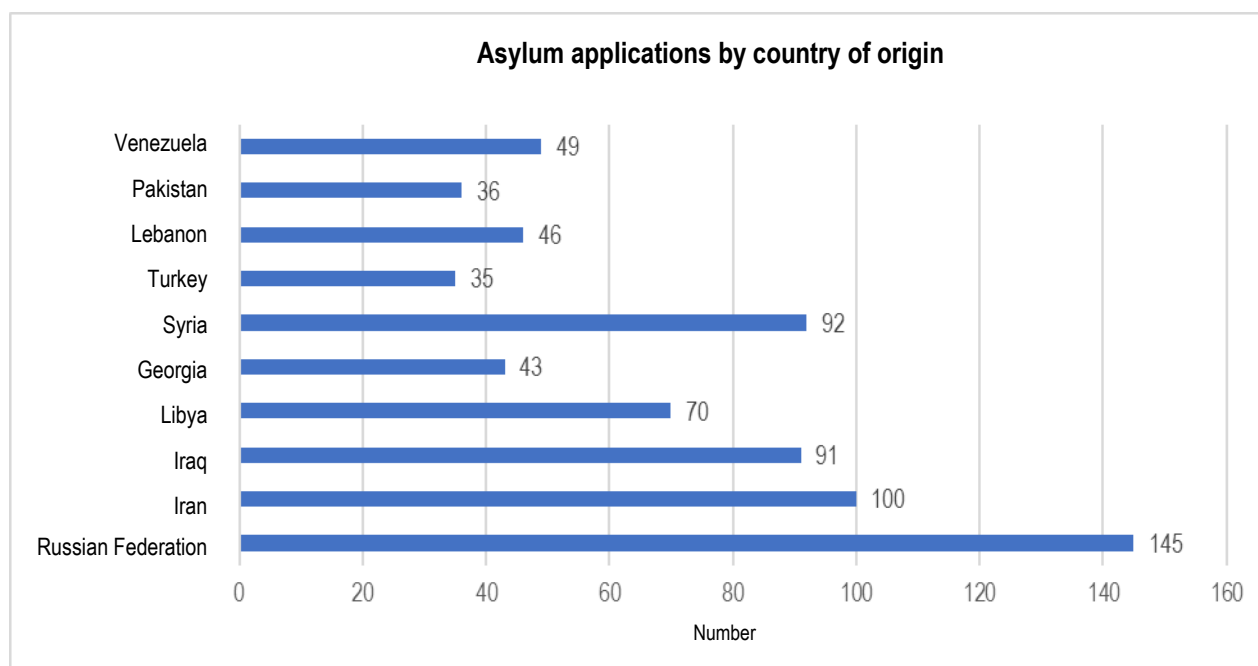
⁸ Cf. Federal Office for Migration and Refugees: AZR statistics as of 31 December 2016, 2017, 2018, 2019 respectively, State Capital Dresden; State Capital Dresden. Citizens' Office: Preliminary work dated 26 January 2021, in-house calculation.

⁹ Cf. Federal Office for Migration and Refugees: AZR statistics as of 31 December 2015, 2017, 2019 respectively, State Capital Dresden, in-house calculation; State Capital Dresden. Citizens' Office: Preliminary work dated 26 January 2021.

¹⁰ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 26 January 2021, in-house calculation.

¹¹ Cf. Federal Office for Migration and Refugees: AZR statistics as of 31 December 2015, 2016, 2017, 2018, 2019 respectively, State Capital Dresden.

Figure 3: Number of asylum applications by persons from selected countries of origin in 2020 in Dresden
Source: Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 26 January 2021, in-house presentation.



The number of people with a tolerated stay permit has increased since 2015 from 663 people to 1,713 people in 2020 (73 percent of whom are men*).¹² The main reasons, apart from reasons related to the pandemic, were inadequate travel documents, education, family ties or other reasons.

Learning, studying and working in Dresden

In the school year 2019/20, the number of students in schools providing general education was 55,616, of whom 14.5 percent had a migration background. Since the 2014/15 school year, there has been a 74 percent rise in the number of students with a migration background, while the total number of students has increased by only about one-fifth.¹³

The number of foreign students in Dresden has also increased significantly in recent years. While a total of 6,069 foreigners were studying at Dresden universities in the 2014/15 winter semester, the number increased to 6,492 in the 2019/20 winter semester. An examination of this development in a ten-year comparison also showed a considerable increase. For example, the number of foreign students increased by around 67 percent during this period, from 3,896 in the 2009/10 winter semester to 6,492 in the 2019/20 winter semester¹⁴

In recent years, the highest number of foreign students have come from Asia. The largest share was that of students from China, followed by Indian and South Korean students. But many students also came from European countries. Most of these came from the Russian Federation and France.¹⁵ Even though most foreign students are still enrolled at the TU Dresden due to its capacity (2019/20 winter semester: 4,950), their share among the total number of students was only about 17 percent. However, much higher shares of foreign students were registered at the Dresden International University (26 percent), the Dresden College of Music (46 percent) and the Palucca University of Dance Dresden (55 percent), although their numbers were correspondingly smaller than at the TU Dresden due to its size. With a total of 449 foreign students for the 2019/20 winter semester and a share of

¹² State Capital Dresden. Citizens' Office: Preliminary work dated 26 January 2021.

¹³ State Capital Dresden. Education Office: Preliminary work dated 07 October 2020.

¹⁴ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Higher education statistics; State Capital Dresden. Education Office: Preliminary work dated 31 March 2021.

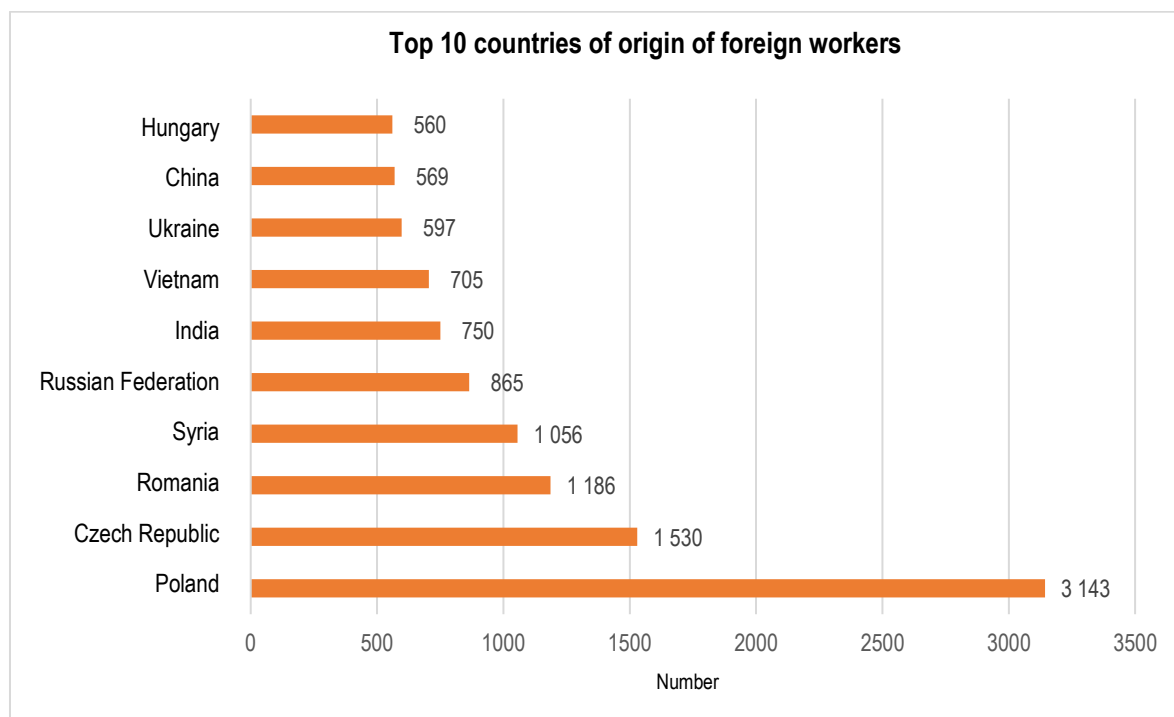
¹⁵ Cf. State Capital Dresden. Municipal Statistics Office: Preliminary work dated 23 June 2020.

around ten percent of the total number of students, Dresden's largest university of applied sciences, the Dresden University of Applied Sciences, is also an attractive educational institution for foreign students.¹⁶

There are positive as well as less than encouraging developments to report in the job market. The proportion of foreign employees subject to social insurance contributions in Dresden is growing continuously (also see sphere of activity "Work, economy, vocational training and studies"). The main countries of origin of such employees in Dresden were Poland, the Czech Republic, Romania, Syria and the Russian Federation.¹⁷

Figure 4: Top 10 countries of origin of foreign employees in Dresden in 2020

Source: Cf. Federal Employment Agency. Statistics: Employees subject to social insurance contributions at their place of work by nationality (top ten). City of Dresden. As of 30 September 2020, in-house presentation.



At the same time, the share of unemployed foreign nationals in Dresden on 31 December 2020 was around 22.8 percent of all unemployed persons.¹⁸ In 2015, it was still at 11.3 percent.¹⁹ It has risen steadily in recent years. There are various reasons for this, which will be discussed later (also see sphere of activity "Work, economy, vocational training and studies").

This rise also began to show in the response behaviour of foreigners in the municipal citizen survey in spring 2020. When asked about their economic situation, they indicated – in the surveys conducted from 2010 to 2018 with the exception of the 2016 survey – that their situation had improved significantly since 2010. In 2020, this share declined noticeably. Germans with a migration background, on the other hand, saw their situation fluctuating over all these years and without any significant improvements. Germans without a migration background have given the best assessment of their economic situation since 2012, which continued to show an upward trend even in 2020.²⁰

¹⁶ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Higher education statistics; State Capital Dresden. Education Office: Preliminary work dated 31 March 2021.

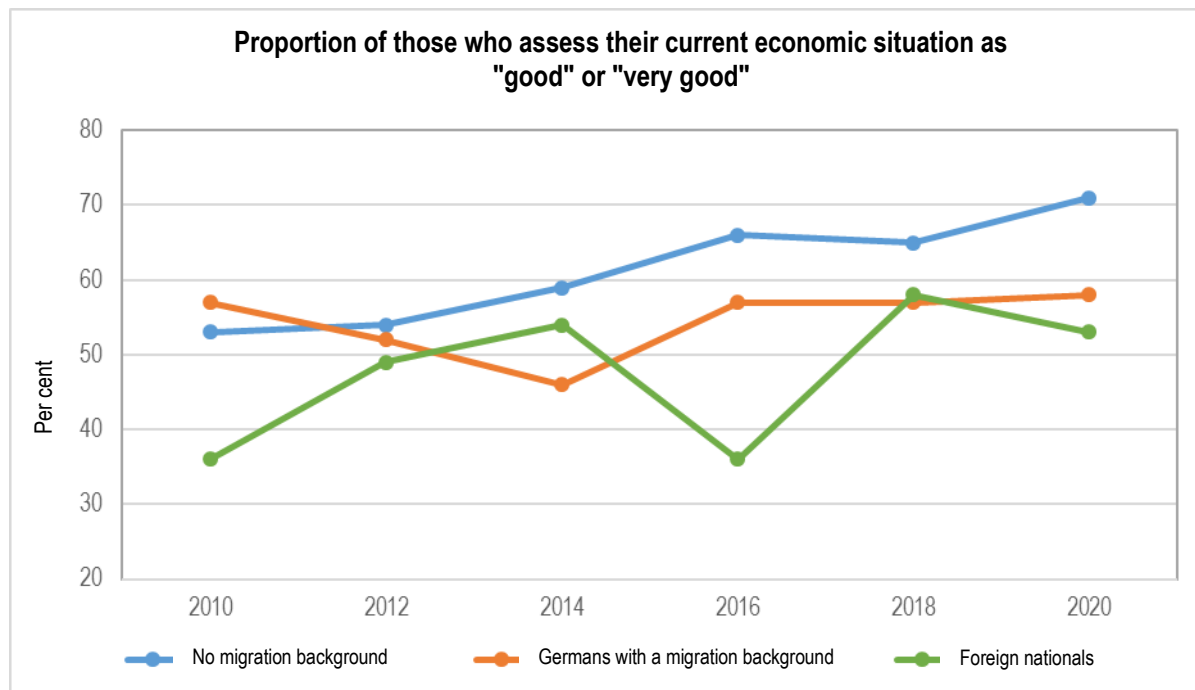
¹⁷ Cf. Federal Employment Agency. Statistics: Employees subject to social insurance contributions at their place of work by nationality (top ten). City of Dresden. As of 30 September 2020.

¹⁸ Cf. statistics of the Federal Employment Agency: Job market report (monthly figures). City of Dresden. As of 31 December 2020.

¹⁹ Cf. State Capital Dresden. Municipal Statistics Office: Working and unemployed people with a migration background in Dresden from 2015 to 2019. Preliminary work dated 11 June 2020.

²⁰ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the response behaviour of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 16.

Figure 5: Assessment of the personal economic situation from 2010 to 2020 in Dresden (sum of "good" and "very good"), responses according to groups of people
Source: State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 16.



Feeling of safety in Dresden

A special evaluation of the 2020 municipal citizen survey showed that 73 percent of foreigners and 68 percent of Germans with a migration background felt "very safe" or "safe" in Dresden. However, there were huge differences in the feeling of safety during day and night. While 93 percent of foreigners and 88 percent of Germans with a migration background felt "safe" or "very safe" during the day, only 48 percent and 37 percent respectively felt safe after dark. In comparison: Germans without a migration background felt least safe in general, during the day and after dark (see Figure 6).²¹

In 2020, foreigners often named the neighbourhoods Prohlis and Gorbitz as "unsafe neighbourhoods and places". Prohlis was named by 57 percent, while Gorbitz was named by 44 percent of the foreigners surveyed.²² This is a significant increase compared to 2018, when the figures were 18 percent (Prohlis) and 23 percent (Gorbitz).²³ Germans with a migration background also perceived Prohlis (36 percent) and Gorbitz (31 percent) as "unsafe" in 2020, followed by Dresden Central Station (30 percent). Germans without a migration background, on the other hand, did not feel safe in Dresden's Neustadt (42 percent), followed by Gorbitz (41 percent) and Prohlis (32 percent) (See Figure 7).²⁴

"High" or "very high" fear of becoming a victim of hate crime was expressed by only nine percent of Germans without a migration background in the 2018 municipal citizen survey. Among Germans with a migration background and foreigners however, the figures were 21 and 30 percent respectively. Six percent of Germans without a migration background, seven percent of Germans with a migration background and nine percent of foreigners were afraid of becoming victims of crime (sum of "high" and "very high" fear).²⁵ Corresponding figures for the year 2020 were not collected.

²¹ Cf. *ibid.*, slide 14.

²² Cf. *ibid.*, slide 15.

²³ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2018. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 16.

²⁴ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the response behaviour of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 15.

²⁵ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2018. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 17.

Figure 6: Assessment of the feeling of safety in 2020 in Dresden (sum of "very safe" and "safe"), Responses according to groups of people (in percent)

Source: State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 14.

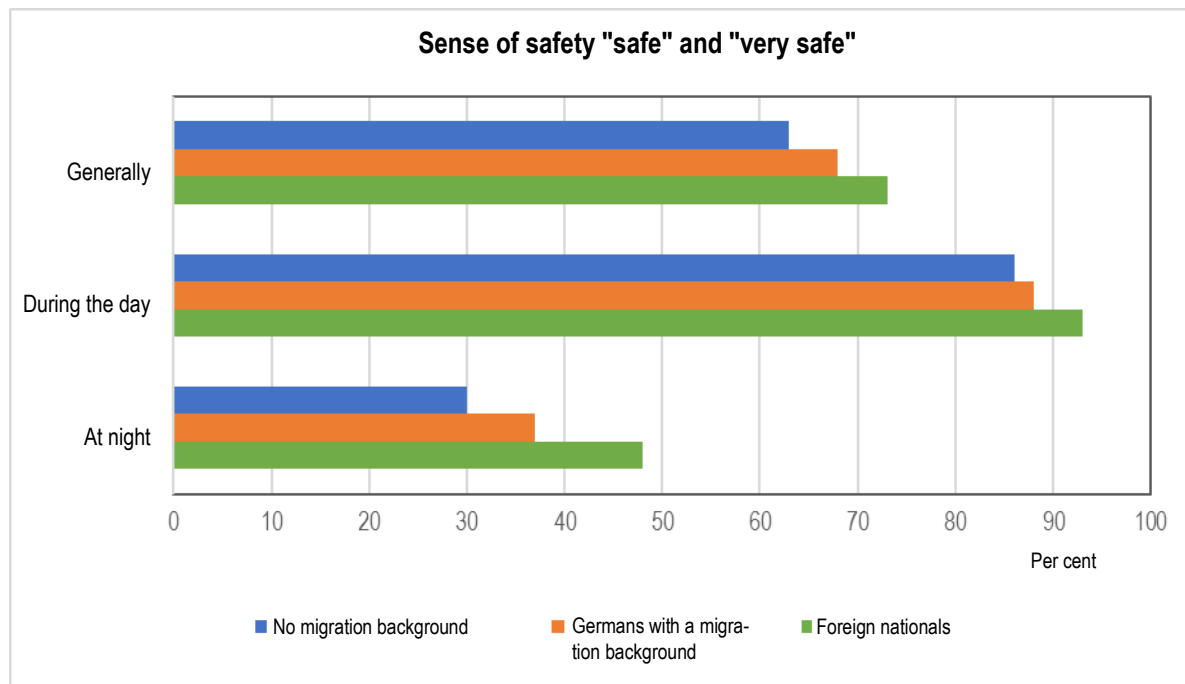
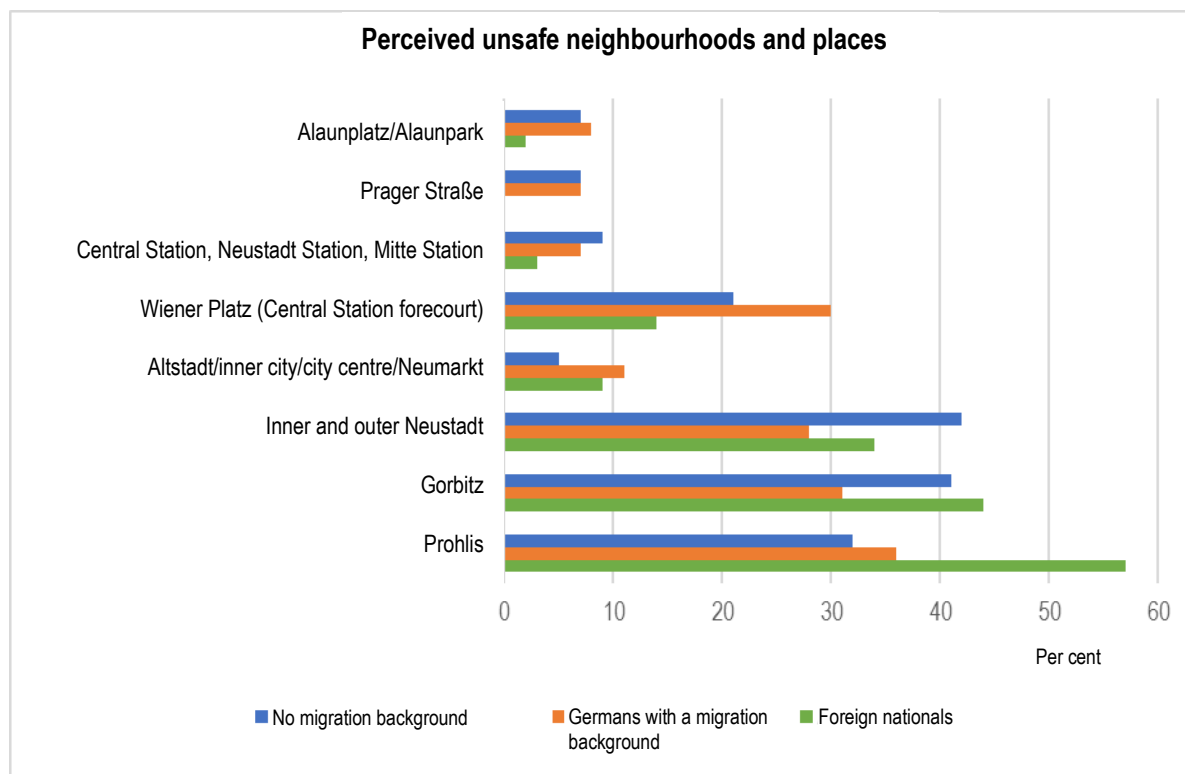


Figure 7: Neighbourhoods and places perceived as unsafe in 2020 in Dresden, responses according to groups of people (in percent)

Source: State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 15.



Analysis of the Municipal Spheres of Activity

Language acquisition and language promotion

The "Integration Concept 2015-2020" defined the following as medium-term goals for the sphere of activity "Language acquisition and language promotion" in Dresden:

- "By 2020, Dresden will improve the integration of people with a migration background in political and social life."
- "By 2020, Dresden will guarantee equal access to municipal services for people with an immigration background."²⁶

This led to the following short-term goals for the work of the city administration:

- "People with a migration background will have access to a needs-based range of language courses. They will be fully informed about the available courses and how to access them."
- "The community interpretation service will be available as a needs-based language and cultural mediator. Its funding is secured."²⁷

In this sphere of activity, the city administration has the task of creating framework conditions for equal language acquisition, as well as ensuring transparency and multilingual public relations work for the broad range of language programmes on offer. Furthermore, this sphere of activity involves the professional coordination of access to language courses and the support of language promotion through material and financial resources, also including existing co-financing possibilities.

Language acquisition has a key function

Full participation in and active engagement with the society requires adequate German language skills. Language is an important prerequisite for participation in education and participation opportunities and promotes social, cultural and professional integration into the host society. At the same time, cultivating the language of origin plays an important role in the integration process. It creates identity and supports the personality development of adolescents. Multilingualism is also a special resource in a society characterised by diversity and not least in a globalised world as well.

Various course formats are offered in Dresden by the federal and state governments and the city administration to enable immigrants learn the language. A comprehensive range of progressive German courses is offered for all levels of the "Common European Framework of Reference for Languages" in order to meet the needs of migrants living in Dresden. Standard language courses for learning German are funded by the Federal Republic of Germany or the Free State of Saxony.²⁸ In Dresden, they are currently conducted in around 20 language schools, including integration courses, funded by the Federal Office for Migration and Refugees (BAMF). The integration course is a particularly important integration measure and has been the basic offer since 2005. Integration courses are designed to teach language skills, as well as the basics that are indispensable for getting by in a new society.²⁹

Children and young people with a migration background attend preparatory classes at primary schools, secondary schools, special schools and vocational school centres to learn German (also see sphere of activity "School education"). These preparatory classes are not offered by grammar schools in Saxony. Language acquisition in early childhood, including the promotion of multilingualism, is dealt with in greater depth in the spheres of activity "Early childhood education" and "Cultural and religious diversity".

²⁶ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 85.

²⁷ Ibid.

²⁸ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Orientation in everyday life, language. <https://www.dresden.de/de/leben/gesellschaft/migration/orientierungshilfen/sprache.php>, available on 8 June 2020.

²⁹ Cf. Federal Office for Migration and Refugees: Integration courses. <https://www.bamf.de/DE/Themen/Integration/ZugewanderteTeilnehmende/Integrationskurse/InhaltAblauf/inhaltAblauf-node.html>, available on 22 April 2020.

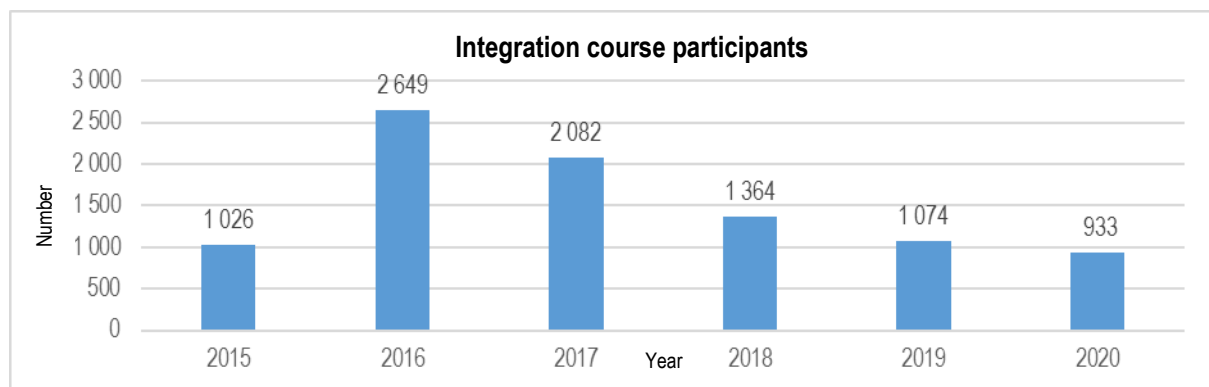
Authorisation is required to access the integration course. However, the Immigration Office, Job Centre Dresden or the Social Welfare Office may also impose an obligation to attend an integration course. Participation in the courses is free of charge for those who have an authorisation certificate. An entry-level test is conducted before the integration course starts. Since the learning levels of immigrants differ, the Federal Office for Migration and Refugees offers a differentiated course system. Since July 2016, the offer has been expanded to include vocational German language promotion. It builds directly on the integration course and leads to the next higher language level. Job-seeking migrants are continuously prepared for the training and job market through job-related language training courses.³⁰

In the Free State of Saxony, the state language courses are open to all those who are not allowed to attend BAMF courses, and thus also to refugees with temporary residence permit who do not come from Syria, Somalia or Eritrea, as well as to persons with a tolerated stay permit if they have at least secondary access to the job market. Participation is free of charge.³¹

In recent years, the demand for language courses has risen sharply. While there were only six integration course providers in Dresden in August 2014,³² there were already 16 integration course providers in April 2020.³³ In the course of 2013, 84 courses were started. This number of integration courses that were started reached a peak of 298 in 2017.³⁴ The total number of new participants in integration courses between 2013 and 2017 was 6,500. While there were 1,026 integration course participants in 2015, a peak of total 2,649 participants was reached in 2016, which then fell to 2,082 participants in the following year. This trend continued in 2018/19 with 1,364 and 1,074 participants respectively,³⁵ which was related to the general decrease in the number of refugees. In 2020, the number of participants dropped again, to 933.³⁶

Figure 8: Development of the number of integration course participants from 2015 to 2020 in Dresden

Source: Federal Office for Migration and Refugees: Integration course Statistics. https://www.bamf.de/DE/Themen/Statistik/Integrationskurszahlen/_functions/inge-kreise-suche-link-table.html?nn=284810, available on 08 June 2020; Federal Office for Migration and Refugees: AZR as of cut-off date 30 April 2021. Number of integration course participants in the state capital Dresden in 2020. Preliminary work dated 11 May 2021.



³⁰ Cf. Federal Office for Migration and Refugees: Statistics German-Profession. <https://www.bamf.de/DE/Themen/Integration/ZugewanderteTeilnehmende/DeutschBeruf/deutsch-beruf.html?nn=282656>, available on 24 April 2020.

³¹ Cf. State Capital Dresden. Education Office: Preliminary work dated 26 August 2020.

³² Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 15.

³³ Cf. Federal Office for Migration and Refugees: List of course providers. https://www.bamf.de/SharedDocs/Anlagen/DE/Integration/Integrationskurse/Kurstraeger/ListeKurstraeger/liste-der-zugelassenen-kurstraeger-pdf.pdf?__blob=publicationFile&v=12, available on 22 May 2020.

³⁴ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 46 f, 395.

³⁵ Cf. Federal Office for Migration and Refugees: Statistics on integration courses. https://www.bamf.de/DE/Themen/Statistik/Integrationskurszahlen/_functions/inge-kreise-suche-link-table.html?nn=284810, available on 08 June 2020.

³⁶ Federal Office for Migration and Refugees: AZR as of cut-off date 30 April 2021. Number of integration course participants in the state capital Dresden in 2020. Preliminary work dated 11 May 2021.

In 2020/21, there were several difficulties and interruptions in language learning within the integration courses due to the pandemic. These include the temporary suspension of courses and the switch to digital teaching formats, which could not be equally well received by all participants. There were also delays in starting the integration courses.

Although the broad course range reflects the efforts put in to do justice to as many people as possible with different learning prerequisites and educational biographies, it at times makes the offer of language programmes confusing. Furthermore, the definition of target groups that receive free access to language courses is subject to legal changes. This means that the access requirements have to be constantly adapted, thus making participation in German courses more difficult.

In addition to these language programmes, there are also voluntary language courses on site. Formats beyond the standard language courses have the potential to create a connection between "learning German" and the exchange via multilingualism and interculturality through non-formal and informal learning worlds.³⁷ In many places in Dresden, neighbourhood networks, some organised as associations, and initiatives to support refugees have emerged since 2014. Here, migrants not only learn German – without any administrative burden – and receive school support if needed, but also receive orientation guidance on site. These open meetings for learning create protected spaces for immigrant people. They also promote exchange and thus offer the opportunity to apply acquired knowledge without the pressure to perform. Anyone, irrespective of their country of origin or residence title, can attend these free of charge. The city's cultural institutions also offer non-bureaucratic and low-threshold language course formats (also see sphere of activity "Cultural and religious diversity"). In addition, the Social Welfare Office grants funding from the Saxon Municipal Lump Sum Ordinance for voluntary language courses. The number of courses reached a peak with 102 courses funded in 2016, declining to 20 and seven courses respectively in the later years of 2018 and 2019.³⁸ In 2020, five language acquisition programmes were funded.³⁹

Although there has been a positive development in the voluntary language programmes offered in Dresden in recent years, many neighbourhood networks and initiatives still face new challenges in terms of staff, space and, last but not least, finances. The reason being that without appropriate financial support, it is not possible to implement and further develop these programmes. Moreover, due to the rapid increase in rent prices in Dresden, many of these organisations are looking for suitable and affordable spaces to continue offering voluntary language programmes (also see sphere of activity "Social and societal integration, self-organisation and political participation"). Therefore, these voluntary structures can easily crumble without continuous support from the city administration in terms of material and financial resources.

The numerous language programmes in various educational formats are of great importance not only for immigrants but also for natives. They enable encounters, create a platform for inter-cultural communication and exchange of experiences and initiate joint reflection processes. Dr. Katarina Barley, former Federal Minister for Family Affairs, Senior Citizens, Women and Youth, said: "...integration is not a one-way street. Now more than before, we need to address the question of how we can achieve real participation of people with a migration background in all areas of society. Migration and social diversity must be understood as natural."⁴⁰

In this respect, the challenges for the coming years include:

- providing support to voluntary structures, also taking advantage of the city's co-financing possibilities, in finding human, spatial and financial resources,
- continuing to develop needs-based language courses (including part-time language courses and language courses for people with learning difficulties, so-called "intellectual" disabilities or elderly people),
- providing needs-based follow-up measures for integration courses,

³⁷ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 46 f, 396 f.

³⁸ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 30 June 2020.

³⁹ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 19 November 2020.

⁴⁰ Federal Ministry for Family Affairs, Senior Citizens, Women and Youth: Latest news. <https://www.bmfsfj.de/bmfsfj/aktuelles/alle-meldungen/teilhabe-und-interkulturelle-oeffnung-in-der-familienpolitik/117440>, available on 23 September 2020.

- guaranteeing offerings in the area of professional and low-threshold counselling that is target-group-specific, agency-independent, that works interculturally and that mediates between the existing range of language programmes, and
- ensuring multilingual public relations work for the wide range of offers.

Needs for action identified

Despite the expansion of offers, it has not yet been possible to cover all language acquisition needs for certain groups of people. Challenges arise, for example, for parents who are confronted with longer waiting times for the allocation of childcare facilities close to home in certain neighbourhoods (also see sphere of activity "Early childhood education"). Due to the high requirements placed on integration course providers, language courses for parents with parallel childcare are no longer offered in Dresden. The long wait for childcare facilities to be allotted usually impacts the language acquisition and linguistic integration of parents negatively. Other persons affected by barriers to language acquisition are persons with mental impairments, traumatised persons, as well as older people and people with limited previous education. They are usually unable to keep up with the pace of learning in standard language courses and are considered "slow learners".⁴¹

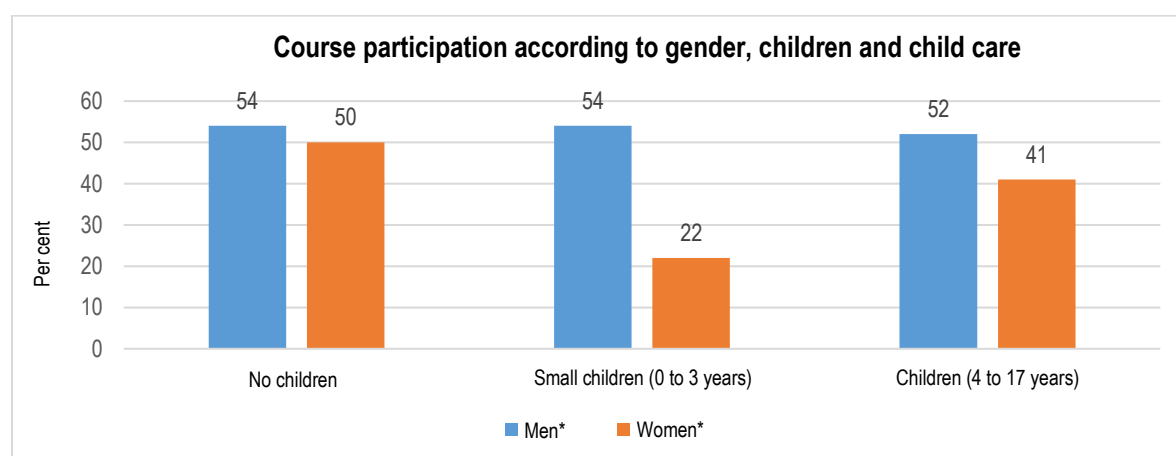
Language courses with parallel childcare

As part of the evaluation of integration courses, nationwide surveys of refugees in 2016 and 2017, as well as qualitative interviews with teachers, course providers and course participants, were conducted. This evaluation aimed to explore the impact of integration courses with a special focus on refugees. It was found that the participation in an integration course differs according to certain characteristics of the refugees, as well as according to different situations. Less frequent course participation was found among:

- refugees who have not been living in the Federal Republic of Germany for long,
- refugees with a low level of education,
- refugee women* with (small) children and little contact with Germans and
- refugees who attended other (possibly competing) German courses.⁴²

Figure 9 shows that, regardless of whether there are children living in the household or not, there was hardly any difference in participation rates in the integration course among refugee men*. Refugee women* were less likely to attend the course, especially if children living in the household were not cared for externally.

Figure 9: Participation of refugees in nationwide integration courses by gender, children and childcare (in percent)
Source: Federal Office for Migration and Refugees: Interim report I on the research project "Evaluation of integration courses". Initial analyses and findings. Nuremberg 2019, p. 2, in-house presentation.



⁴¹ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 396.

⁴² Cf. Federal Office for Migration and Refugees: Interim report I on the research project "Evaluation of integration courses". Initial analyses and findings. Nuremberg 2019, p. 2.

The comparative figures on participation in integration courses in Dresden could not be determined because they are not recorded in this format. Nevertheless, conversations with persons concerned in 2018/19 revealed that this trend is also seen in Dresden. For this reason, the Integration and Foreigners' Commissioner and the Municipal Education Office, together with the Federal Office for Migration and Refugees, the Office for Child Day Care, Job Centre Dresden and the Social Welfare Office, with the support of Volkshochschule Dresden e. V. with its location in Dresden-Prohlis, endeavoured to offer special courses for women* with a parallel childcare facility in a day care centre close to the location. The planned implementation of the integration course with parallel childcare aims to ensure a high level of participation of refugee women* with children and thus guarantee equal opportunities for social participation by making adult language education accessible to mothers* and early childhood education accessible to children (also see spheres of activity "Work, economy, vocational training and studies" and "Early childhood education"). Dachverband sächsischer Migrantenorganisationen e. V. also strongly advocated this in its "Position paper for the Dresden Integration Concept 2022-2026".⁴³

In this respect, in the coming years it is important to

- create needs-based integration courses close to home for refugee mothers* with children in need of care,
- convey the importance of early, regular attendance of child day care for the children's participation, education and schooling success, and convey the importance of parental support (age-appropriate support, e.g., with language development, school difficulties and participation in optional services) for successful school attendance and for the acquisition of German language skills as a basis for successful communication and networking, and
- further improve the framework conditions for learning German in general, taking into account the different life situations of various target groups.

Coordinating education for new immigrants in Dresden

The Education Coordination for New Immigrants in Dresden was established in the autumn of 2016 funded by the Federal Ministry of Education and Research. In January 2017, the Education Coordination was assigned to the Department of Education and Youth of the city administration. The central focus of the work was to create transparency about existing local educational offerings and access routes for new immigrants, agencies and stakeholders and to establish secure knowledge management by optimising coordination processes with the city administration.⁴⁴

The Dresden Education Coordination was responsible for the collection and bundling of educational offerings for new immigrants. For example, it regularly broadcast overviews of standard language courses and other language programmes and their access routes to stakeholders, neighbourhood networks and volunteers. It acted as a neutral and agency-independent interface and counselling centre for different target groups. Since 2017, the Education Coordination has organised exchanges between stakeholders involved in the employment integration of young migrants and offered expert discussions. In addition, there were regular exchanges between it and the BAMF, Job Centre Dresden, the Federal Employment Agency Dresden, the Social Welfare Office, language course providers, migration social workers and other providers. In this way, it supported educational offerings, coordinated their access and addressed needs and problems.⁴⁵

In the course of the work, recommendations for action were made for BAMF courses, a learning space was created in Dresden and guided tours to the education fair KarriereStart were conducted for specialists and supporters of migrants (2017 to 2019). Furthermore, an instrument for inter-cultural work with parents was developed in the form of communication picture cards for better communication with immigrant families in day care centres in cooperation with other practitioners (also see sphere of activity "Early childhood education"). In cooperation with the Education Coordination and the Integration and Foreigners' Commissioner, an "Orientation guide for language" was created on the city's website. This mainly informs immigrants about what is the best way of learning

⁴³ Cf. Dachverband sächsischer Migrantenorganisationen e. V.: Position paper for the Dresden Integration Concept 2022-2026. Dresden 2021, p. 10.

⁴⁴ Cf. State Capital Dresden. Education Office: Education Coordination for New Immigrants. <https://www.dresden.de/de/leben/schulen/bildungsbuero/bildungskoordination-neuzugewanderte.php>, available on 25 April 2020.

⁴⁵ Cf. State Capital Dresden. Education Office: Preliminary work dated 19 June 2020.

German for them.⁴⁶ The project duration ended with the year 2020, an extension by the funding body was not planned.

Challenges for the coming years will be to

- structurally re-locate the previous tasks of the Education Coordination for New Immigrants,
- maintain transparency about local stakeholders in the area of education,
- create and provide new access to language courses for specific target groups, and
- consolidate and update the existing content of the Education Coordination for New Immigrants on the city's website.

Community interpretation service firmly established

The community interpretation service with its trained community interpreters has been available to the municipal offices and institutions in healthcare, social welfare and education since mid-2007. The community interpretation service is a service offered by the Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V. This service established a structure in Dresden that had proven itself in cities such as Hamburg, Berlin, Potsdam, Osnabrück and Wuppertal, as well as in other EU countries.⁴⁷

The community interpretation service is a supplement to the standard language courses offered, where migrants who already have good German language skills act as language and cultural mediators. The service is not losing its importance despite the increasing language skills of immigrants. The mediating support of the community interpretation service is always needed because of the frequent use of technical words and the existence of different cultural perspectives, for example, on health/illness. This saves time lost due to misunderstandings during treatments, for example, and thus reduces additional work, as well as misdiagnoses.

In addition, the community interpretation service is an example of sustainable integration work itself, of lifelong language training, because interpreters are constantly confronted with new situations and new vocabulary. Through their mediating activities, they support social development in Dresden. In addition, the community interpretation service combines the social and inter-cultural competencies of migrants from different countries of origin in a specific field of activity and promotes their voluntary commitment. This way, these interpreters become a part of a network that can also, for instance, offer them access to professional integration.⁴⁸

The advantages for the city administration of working with the community interpretation service are obvious. This service provides great support to the offices, not least in order to better fulfil their tasks as service providers and to eliminate access barriers for certain target groups. Trained volunteer native speakers not only provide linguistic support in important administrative procedures, but also bring indispensable intercultural competence to the table, as well as migration-sensitive action.

From the time the community interpretation service was instituted, the number of assignments increased continuously until 2018. There was a slight decrease in 2019. 4,615 assignments were carried out at that time. Due to the pandemic and the budget freeze imposed in the city administration, the number of assignments fell to 3,357 in 2020. Nevertheless, the development of the number of assignments shows a stable high demand for language and cultural mediators in Dresden.⁴⁹

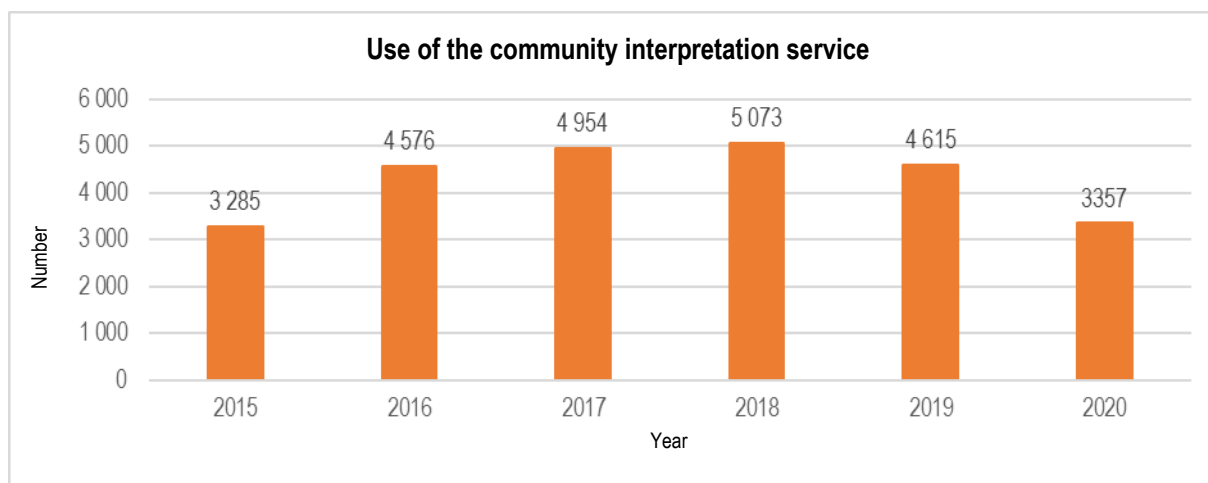
⁴⁶ Cf. *ibid.*

⁴⁷ Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: The association introduces itself. <http://www.convec-tus.de/de/der-verein-stellt-sich-vor/>, available on 22 April 2020.

⁴⁸ Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: Preliminary work dated 28 April 2020.

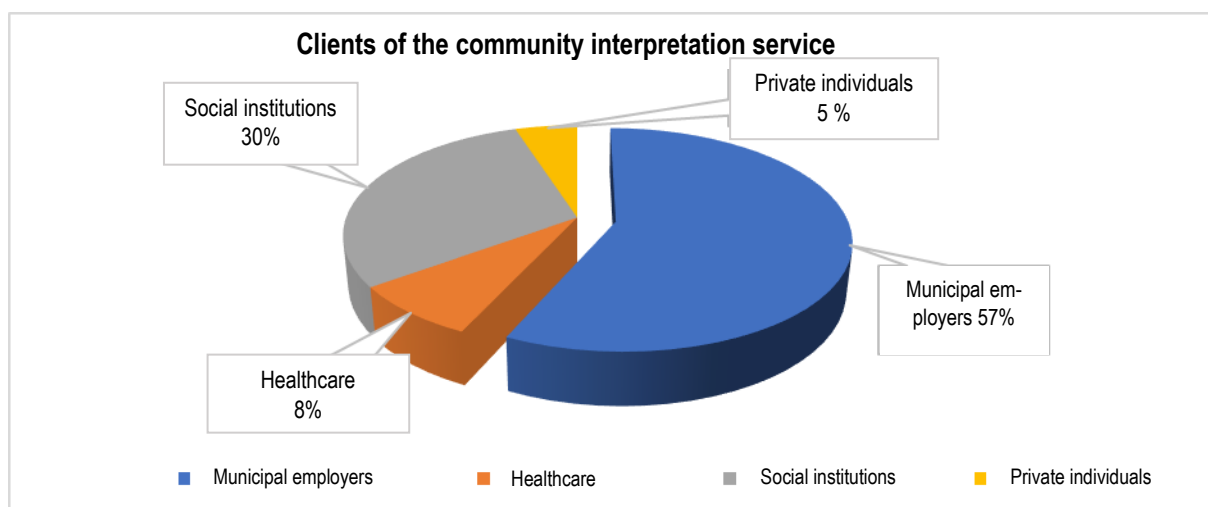
⁴⁹ Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: Preliminary work dated 02 June 2020 and 16 February 2021.

Figure 10: Development of the number of assignments of the community interpretation service from 2015 to 2020 in Dresden
Source: Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: Preliminary work dated 02 June 2020 and 16 February 2021, in-house presentation.



A closer look at the assignments reveals an increase in the number of contracting authorities in the city. Covering 57 percent of the assignments, the offices and institutions of the city administration are now the main users of the community interpretation service (also see sphere of activity "Inter-cultural orientation and inclusiveness of the city administration"). The Social Welfare Office, the Youth Welfare Office, the Dresden Public Health and Prevention Office, the Dresden Jobcenter, the Office for Child Day Care and the School Administration Office are at the forefront. There was particular demand for assignments on the topics of "assistance planning discussions" and "expert team counselling" from the Youth Welfare Office, "child welfare endangerment" from the emergency help-line for children and young persons and "conversations with parents" in schools, after-school care centres or day care centres.⁵⁰ In 2020, these were followed by social institutions (e.g., Diakonie, Caritas, Ausländerrat Dresden, other child and youth welfare organisations) with 30 percent and an increase of ten percent compared to the previous year. In the healthcare sector, the number of assignments decreased by 13 percent. The share is now eight percent. The main reason was the discontinuation of the donation fund of the University Hospital Dresden since May 2020. In 2020, the contracting authorities in the medical field were the University Hospital Dresden, the Dresden-Neustadt Hospital and, for the first time, outpatient doctors (in the field of psychotherapy).⁵¹

Figure 11: Distribution of contracting authorities for the community interpretation service in 2020 in Dresden (in percent)
Source: Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: Preliminary work dated 16 February 2021, in-house presentation.

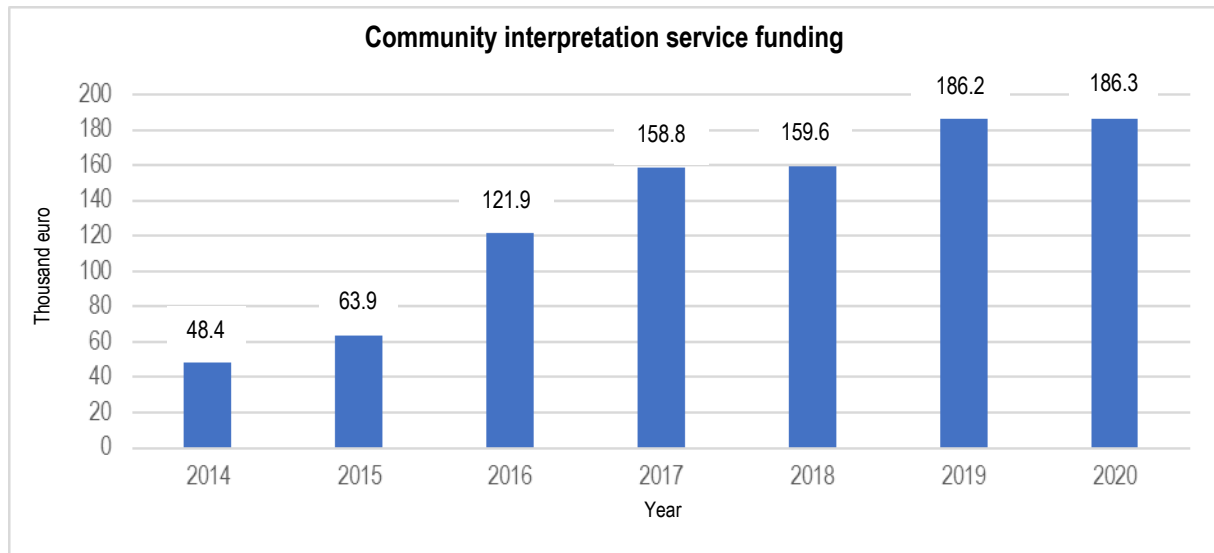


⁵⁰ Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: Preliminary work dated 28 April 2020, 02 June 2020 and 16 February 2021.

⁵¹ Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: Preliminary work dated 16 February 2021.

The community interpretation service is funded by the Social Welfare Office. In 2014, the financial support was only EUR 48,351. It has increased significantly since then. The financial contribution in 2020 was around EUR 186,300.⁵² Thanks to the financial support, it was possible to adjust the staff capacity to the increased needs and thus meet the growing demand.⁵³

Figure 12: Development of financial support for the community interpretation service from 2014 to 2020 in Dresden
Source: Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 08 June 2020, in-house presentation.



Challenges for the coming years will be to

- continue to ensure needs-based financial support for the community interpretation service,
- consider institutional funding in the future to secure the community interpretation service because project funding makes continuity and planning of the service difficult, and
- look for solutions that, in such a special situation as a budget freeze, prevent the decline in the number of assignments in the municipal sector and thus further ensure equal opportunities for immigrants.

Problem case: children as interpreters in offices

It is not uncommon for children, who speak several languages, to be entrusted with interpretation tasks in everyday life. Occasions for this can be doctor visits, communication at school, visits to the authorities or support in filling out forms and applications.⁵⁴ "When dealing with migrants, laws and regulations are unscrupulously violated just to save money," criticises an investigation into the problem of "child translators".⁵⁵ This is because this interpreting function has negative impacts, both on the child's psychological development and character moulding and on the quality of the translation content. Children usually lack the complete vocabulary or find it difficult to translate or even understand technical words because these are far outside their horizon of experience and linguistic expression.⁵⁶ This, in turn, can lead to serious misunderstandings in a conversation or cause serious translation errors when filling out important applications, which can have correspondingly far-reaching consequences. Another negative aspect is that the family dynamic is disturbed. Such interpretation tasks bring about a "power shift" and parents can become dependent on their children. This, in turn, can make the child helpless or the child can

⁵² Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 08 June 2020.

⁵³ Cf. Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e. V.: Preliminary work dated 08 June 2020.

⁵⁴ Cf. Rauh, Annette: Kinder und Jugendliche als Dolmetscher. (Children and young people as interpreters) Magdeburg 2016. <https://core.ac.uk/download/pdf/51449407.pdf>, available on 06 May 2020.

⁵⁵ Degener, Janna: Kinder, die verstehen helfen. (Children who help to understand) Cologne 2009. <http://www.goe-the.de/ges/spa/prj/sog/mud/de4995996.htm>, available on 06 May 2020.

⁵⁶ Cf. Rauh, Annette: Kinder und Jugendliche als Dolmetscher. (Children and young people as interpreters) Magdeburg 2016. <https://core.ac.uk/download/pdf/51449407.pdf>, available on 06 May 2020.

start exploiting his/her "position of power".⁵⁷ Quite apart from the translation of intimate conversation content, which may trigger feelings of shame in both child and parent, the professional confidentiality of doctors and general data protection are violated when children are employed for interpretation.⁵⁸

Often, the interpretation task is perceived as a burden by children and the high expectations of their parents lead to excessive demands.⁵⁹ The Federal Republic of Germany and therefore the government entities are obliged by the Residence Act to guarantee the provision of interpretation services.⁶⁰ Furthermore, the state is responsible for safeguarding the best interests of a child⁶¹. This is not fully guaranteed when children are employed for interpretation in offices. This is because the children of refugees, in particular, can be reminded of their own bad experiences when translating traumatic experiences, which can result in re-traumatisation and associated anxiety disorders, aggression, etc.⁶² In addition, a child's well-being is limited also because the time spent in interpretation is at the expense of the child's free time and school time, which in turn causes great psychological stress and can lead to developmental disorders.⁶³

In Dresden too, there are repeated reports of cases where children have acted as interpreters in the offices of the city administration or at the Job Centre. This usually happens in situations when it is not otherwise possible to communicate sufficiently with the parents spontaneously. The Integration and Foreigners' Commissioner has repeatedly drawn attention to this problem since 2015. Since then, a section of the city administration's employee information system has been dedicated to ways of dealing with language communication difficulties which arise during appointments. It shows alternatives. It also again emphasises the welfare of the child and the dangers of using children as interpreters.

Challenges for the coming years will be to

- refrain from employing children and young people under the age of 18 as interpreters,
- further sensitise municipal employees towards this problem,
- further increase the proportion of municipal staff with multilingual skills, and
- point out to immigrant parents when making an appointment, the negative impact that the interpreting function can have on their children and to arrange for the use of the community interpretation service ex officio if there are communication difficulties.

Misunderstandings, conflict, loss of information, etc., can arise when public offices recommend to advice-seeking migrants with insufficient German language skills that they bring along someone from their personal sphere to interpret. This can lead to the interpreter influencing the advice-seeker, or to the passing on of confidential information, which can be highly problematic. Therefore, the use of the community interpretation service or professional interpreters should be prioritised in public offices.

⁵⁷ Cf. *ibid.*

⁵⁸ Cf. Ahamer, Vera: Wir sind nur zweisprachig. Kinder und Jugendliche als Dolmetscher im schulischen Kontext. (We are just bilingual. Children and young people as interpreters in the school context.) <https://heimatkunde.boell.de/de/2013/07/01/wir-sind-nur-zweisprachig-kinder-und-jugendliche-als-dolmetscher-im-schulischen-kontext>, available on 07 May 2020.

⁵⁹ Cf. Rauh, Annette: Kinder und Jugendliche als Dolmetscher. (Children and young people as interpreters) Magdeburg 2016. <https://core.ac.uk/download/pdf/51449407.pdf>, available on 06 May 2020.

⁶⁰ Cf. Residence Act in the version of the announcement dated 25 February 2008 (BGBl. I (Federal Law Gazette I) p. 162), last amended by Article 10 of the Act dated 09 December 2020 (BGBl. I p. 2855).

⁶¹ Cf. UNICEF: The UN Convention on the Rights of the Child. Article 3. <https://www.unicef.de/informieren/ueber-uns/fuer-kinderrechte/un-kinderrechtskonvention>, available on 11 June 2020.

⁶² Rauh, Annette: Kinder und Jugendliche als Dolmetscher. (Children and young people as interpreters) Magdeburg 2016. <https://core.ac.uk/download/pdf/51449407.pdf>, available on 06 May 2020.

⁶³ Montairo, Joseina: Gleiches Recht für jedes Kind. Das Kind als Dolmetscher? Auswirkungen und Alternativen. (Equal rights for every child. The child as interpreter? Impacts and alternatives.) Erfurt 2016. https://www.lzt-thueringen.de/files/workshop5_kind_als_dolmetscher.pdf, available on 07 May 2020.

Work, economy, vocational training and studies

The "Integration Concept 2015-2020" defined the following medium-term goal for the sphere of activity "Work, economy and vocational training" in Dresden:

*"By 2020, Dresden will expand the structures for the self-employment and dependent employment of people with a migration background."*⁶⁴

This led to the following short-term goals for the work of the city administration:

- *"Dresden is an attractive location for foreign skilled workers. The city uses all available means and ways to recruit skilled workers to meet the projected demand for skilled workers on a permanent basis."*
- *"People with a migration background with no qualifications or qualifications that are only partially usable in the job market are given the opportunity to gain vocational qualifications or adaptive qualifications so that they can be successfully self-employed or employed with someone else."*⁶⁵

In this sphere of activity, the city administration has the task of facilitating equal access to the job market for immigrants, focusing more on the previously unused potential of skilled workers, promoting the Saxon state capital as an attractive, liveable and family-friendly place to study, work and live, and promoting the networking of job market stakeholders.

Development of the Dresden job market

"The job market plays a central role in the success of integration. Work means more than just securing one's livelihood financially; it enables a self-determined life and participation in social life. It creates contacts and thus promotes understanding between cultures, even beyond linguistic differences. In short: it paves the way for immigrants to arrive in our country – and not just in a physical sense. (...) The prerequisite is that we make even better offers so that immigrants can actually make their contribution to our country", said the Federal Minister for Labour and Social Affairs, Hubertus Heil.⁶⁶

To this end, the EU Commission's recent "Action Plan on Integration and Inclusion 2021-2027" also emphasises that "if we want to help our societies and economies to thrive, we (must) support every person who is a part of the society, and integration should be both a right and a duty for all."⁶⁷

In this way, Dresden's job market also contributes to the integration of immigrants and this contribution cannot be underestimated. Since 2015, the number of foreigners in employment subject to social insurance contributions in Dresden has doubled. It increased from 7,863 in mid-2015 to 15,918 in June 2020. In the same period, their share in the total number of employees subject to social insurance contributions in Dresden increased from 3.8 percent to 6.9 percent.⁶⁸

⁶⁴ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 85.

⁶⁵ Ibid.

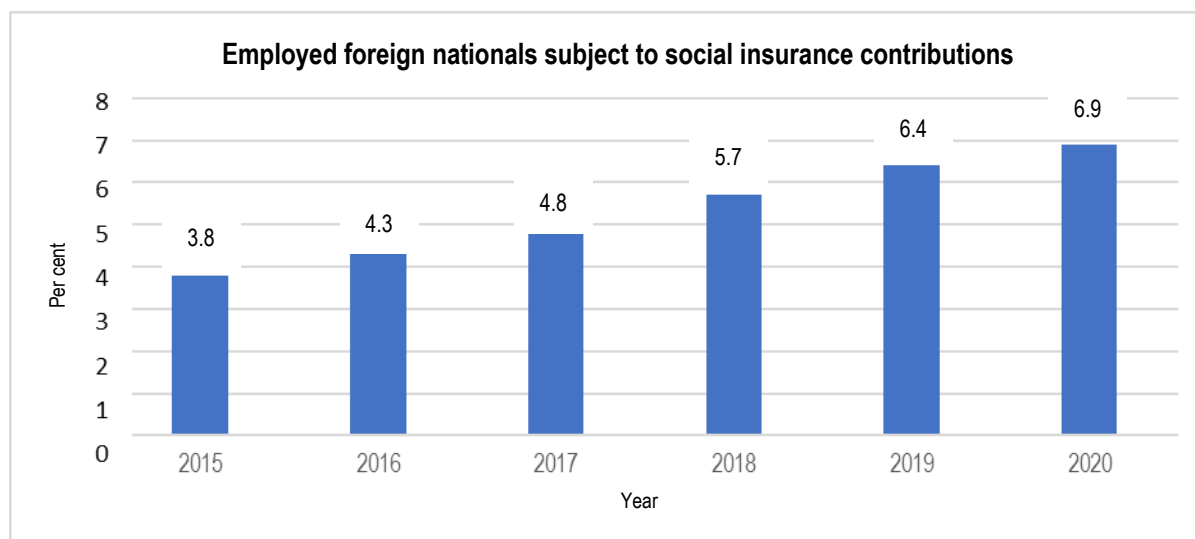
⁶⁶ Federal Ministry of Labour and Social Affairs: Job market. <https://www.bmas.de/DE/Themen/Arbeitsmarkt/Auslaenderbeschaeftigung/nationaler-aktionsplan-integration.html>, available on 10 May 2020.

⁶⁷ European Commission: Action Plan on Integration and Inclusion 2021-2027. p. 1. https://ec.europa.eu/germany/news/20201124-integration-und-inklusion_de, available on 25 November 2020.

⁶⁸ Cf. statistics of the Federal Employment Agency: Regional report on employees (quarterly figures). City of Dresden. As of 30 June 2020.

Figure 13: Development of the share of foreign nationals in employment subject to social insurance contributions from 2015 to 2020 in Dresden (in percent)

Source: Cf. statistics of the Federal Employment Agency: Regional report on employees (quarterly figures). City of Dresden. As of 30 June of each year, in-house presentation.

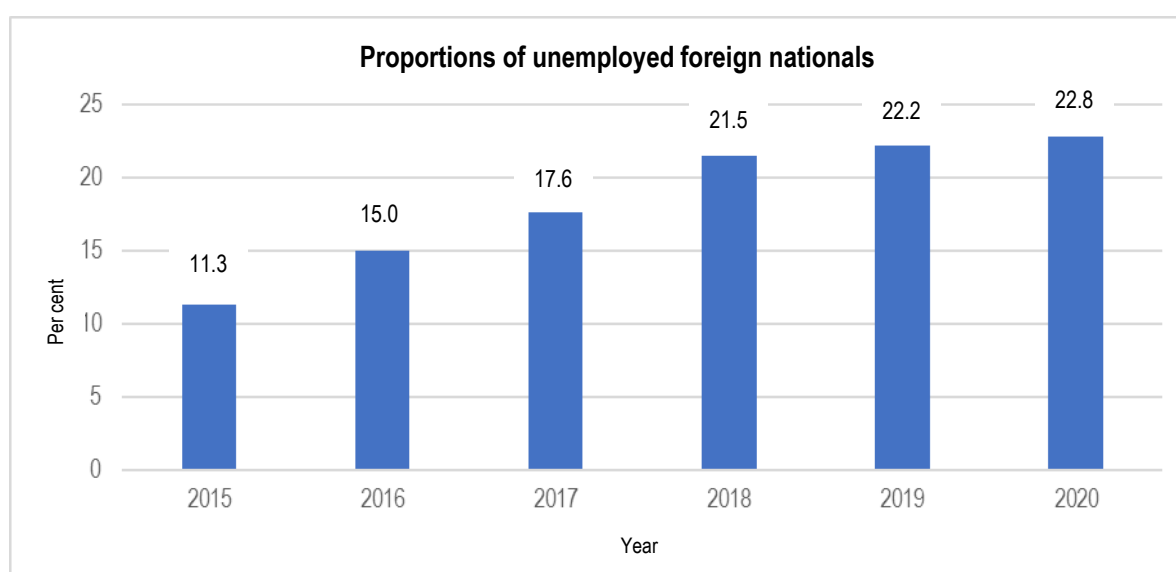


However, a concurrent significant rise in the proportion of unemployed foreign nationals in Dresden must be noted, which again clouds the initially positive development of foreign nationals in employment subject to social insurance contributions. Therefore, the share of unemployed foreign nationals at the end of 2015 was around 11.3 percent

(2,388 people). In 2018 and 2019, it reached about 21.5 percent (3,545 people) and 22.2 percent (3,482 people) respectively. The top five countries of origin with the largest number of unemployed foreign nationals included Syria (1,179 persons), Afghanistan (334 persons), Iraq (288 persons), the Russian Federation (188 persons) and Vietnam (160 persons).⁶⁹ In 2020, the share of unemployed foreign nationals continued to rise, reaching 22.8 percent.⁷⁰

Figure 14: Development of the share of unemployed foreign nationals in the total number of unemployed persons in Dresden from 2015 to 2020 (in percent)

Source: Cf. statistics of the Federal Employment Agency: Preliminary work dated 12 June 2020. Statistics of the Federal Employment Agency: Job market report (monthly figures). City of Dresden. As of 31 December of each year, in-house presentation.



⁶⁹ Cf. statistics of the Federal Employment Agency. Impact of migration on the job market (monthly or quarterly figures). City of Dresden. As of October 2020.

⁷⁰ Cf. statistics of the Federal Employment Agency: Job market report (monthly figures). City of Dresden. As of 31 December 2020.

This marked increase has multiple causes. They include, for example, changes in the SGB (Social Security Code) II regulations pertaining to refugees, which go hand in hand with varying residence titles. In addition, refugees have difficulties accessing the job market, for example, due to insufficient German language skills, lack of school and vocational qualifications or their recognition, problems due to temporary residence titles and the associated uncertainties regarding the prospects of staying, lack of knowledge about the German job market, and reservations on the part of employers.⁷¹

The latter problem should not be overlooked and should rather become a focus of activity in Dresden. The advisory service of the Antidiskriminierungsbüro Sachsen e. V. (Saxon Anti-Discrimination Office) also indicates that the majority of those seeking advice there have experienced discrimination on the job market. Moreover, this trend has already been observed for years throughout the Free State of Saxony. In view of this development, it is assumed that the problem of discrimination is consistently prevalent in the job market and that there can be no improvement without a corresponding counter-strategy.⁷²

The pandemic-related developments in the job market in recent months show that foreign nationals have been particularly affected by the loss of jobs. The number of unemployed foreign nationals as of August 2020 was already 4,697. This represented an increase of 25.2 percent compared to August 2019, with 3,752 registered unemployed foreign nationals. This increase was higher than that of the unemployed German nationals in the same period (16.9 percent).⁷³ It is therefore advisable for job market stakeholders to carry out an in-depth analysis and arrive at corresponding needs for action.

In this respect, the challenges for the coming years include:

- further promote integration in the job market and increase the employability of migrants (e.g., also through more options for practical professional work experience, practice checks, etc.),
- sensitise employers, stakeholders and administrations across industries to recruit immigrants,
- take measures to reduce discrimination on the job market and to prevent it in the future, and
- specifically support the exchange of experiences between companies with positive experiences of hiring immigrant employees and companies that are still reluctant to do so.

Promoting the integration of women* of foreign origin in the job market

The integration of women* of foreign origin, especially those with refugee experience, into the German job market is often more difficult than that of men* of foreign origin. The situation is particularly challenging for women* with children in need of care. Due to the lack of special integration measures for this target group (e.g., women's integration courses or part-time courses), there is a possibility that women* with refugee experience are at risk of long-term unemployment from the very beginning due to the lack of language skills. This, in turn, means that equal participation is at least significantly delayed (also see sphere of activity "Language acquisition and language promotion").

An evaluation of the survey data of the Institute for Employment Research showed that a considerable gap has emerged in the integration of refugees into the German job market. "At the time of the survey in the second half of 2017, 30 percent men and only six percent women were employed."⁷⁴ Moreover, it was found that employed refugee women* as well as other migrant women* are more often in part-time or marginal employment than men* or are more often in disadvantageous job market segments with low wages or status.⁷⁵

⁷¹ Cf. Migration policy portal of the Heinrich Böll Foundation: Integration of refugees into the job market – an analysis. <https://heimat-kunde.boell.de/de/2017/06/30/integration-gefluechteter-menschen-den-arbeitsmarkt-eine-analyse>, available on 01 December 2020.

⁷² Cf. Antidiskriminierungsbüro Sachsen e. V. Regional Office Dresden: Preliminary work dated 26 November 2020.

⁷³ Cf. statistics of the Federal Employment Agency. Number of unemployed foreign nationals. City of Dresden Time Series. October 2020.

⁷⁴ Cf. Institute for Employment Research: Refugee women and families. The way to Germany and their economic and social participation after arrival. Nuremberg 2020, p. 50. <http://doku.iab.de/forschungsbericht/2020/fb0920.pdf>, available on 11 November 2020.

⁷⁵ Cf. *ibid.*, p. 51.

The total number of unemployed women* of foreign origin in Dresden was 1,774 at the end of 2020. This amounts to an increase of 367 persons or more than 26.1 percent compared to the previous year alone. Compared to the end of 2015, this amounts to 649 more unemployed women* of foreign origin, which corresponds to an increase of 57.7 percent.⁷⁶ It becomes clear that the increase in unemployed foreign women* is higher than the increase in unemployed German women*. Compared to 2019 and 2020, the proportion of unemployed German women* rose by 17.5 percent, whereas it actually sank by 25.9 percent compared to 2015.⁷⁷ The significant increase in unemployed foreign women* very much tallies with the unemployment of refugee women*.

However, refugee women* especially can be a source of a lot of untapped potential. They bring assertiveness, perseverance, intercultural competence and personal strength to the table. It is important to support them in building or opening up new career perspectives, understanding and critically questioning role models, and to encourage them to take up educational offers and qualification measures.⁷⁸ The EU Commission's new "Action Plan on Integration and Inclusion 2021-2027" also places great emphasis on "improving employment opportunities and recognising competencies to fully appreciate and ensure the contribution of migrant communities – especially women*"⁷⁹.

The integration process of migrant women* is dependent on a number of contextual variables such as unprocessed traumatic escape experiences, gender perceptions, insufficient language skills, lack of recognition and uncertainties about the validity of (for example) their teaching qualifications and other educational qualifications.⁸⁰ During the Mayor's visits to migrant associations and groups in 2018/19, individual women* reported that they found it difficult to find employment because some Jobcenter Dresden employees wanted to direct them to the "classic women's occupations" where there was a shortage of skilled workers, although quite a few of them had technical training or degrees and wanted to work in the corresponding professions again. In this context, Jobcenter Dresden refers to the necessary consideration of individual cases with regard to qualifications, the job market and other general conditions and, in case of doubt, recommends specific counselling and mediation of the Representative for Equal Opportunities on the Job Market.⁸¹

In this respect, the challenges for the coming years include:

- design further target group-specific information services about the opportunities for professional activity, especially for migrant women* as well as
- offer further services that provide targeted support for integrating immigrants into the job market.

Further promoting the intercultural inclusiveness of Jobcenter Dresden

In recent years, Jobcenter Dresden has made great progress in the area of intercultural inclusiveness, for example, in staff recruitment, multilingual public relations work and in cooperation with immigrant advice centres (also see sphere of activity "Intercultural orientation and inclusiveness in the city administration"). Since intercultural inclusiveness is an ongoing and very complex process, special attention should be paid in future to an intersectional approach (including the interface between migration and gender as well as migration and disability), to the development of the multilingualism of staff, to the reflection of attitudes, and to a regular exchange with migrant associations and their interest groups.⁸²

⁷⁶ Cf. statistics of the Federal Employment Agency. Women and men (monthly figures). City of Dresden. As of December of the respective year.

⁷⁷ Cf. statistics of the Federal Employment Agency. Number of job-seekers and unemployed by group. As of December 2020. Preliminary work dated 03 June 2021.

⁷⁸ Cf. ARBEIT UND LEBEN Sachsen e. V.: Preliminary work dated 23 July 2020.

⁷⁹ European Commission: Integration and inclusion. https://ec.europa.eu/germany/news/20201124-integration-und-inklusion_de, available on 25 November 2020.

⁸⁰ Cf. Jobcenter Dresden. Representative for Equal Opportunities on the Job Market: Preliminary work dated 06 November 2020.

⁸¹ Cf. State Capital Dresden. Office for Economic Development: statement from WG 1 on the analysis of the municipal spheres of activity. 1st Draft. Preliminary work dated 19 March 2021.

⁸² See also: Dachverband sächsischer Migrantenorganisationen e. V.: Position paper for the Dresden Integration Concept 2022-2026. Dresden 2021, p. 12 ff., 17 ff.

Risk of unemployment depends on the level of qualification

The 3rd Dresden Education Report shows that the risk of unemployment is highly dependent on the level of qualification.⁸³ Thus, the unemployment rates of people without vocational training are significantly higher than those of people with vocational training and especially higher than those of people with an academic education. Among unemployed persons with a migration background, the proportion of those who have not completed vocational training is once again significantly higher than among unemployed persons without a migration background. However, unemployed persons with a migration background also have an academic education more often than those without a migration background. Thus, there is a striking qualification gap "between well-educated and integrated foreign nationals and less educated foreign nationals, whose integration into the job market is considerably more difficult".⁸⁴

When looking at the new entrants to vocational schools and, among these, at young people with a migration background in particular, it can be seen that this group started participating increasingly in the vocational training preparation programmes of the so-called "transition system", especially from the 2014/15 school year. While their share among all students in the "transition system" was still 17.9 percent in the 2013/14 school year, it was already one-third in 2014/15 and rose to around 45 percent by the 2017/18 school year. In the same period, their shares in training colleges, vocational schools, technical colleges, as well as schools for the acquisition of a university entrance qualification, declined.⁸⁵ Fortunately the 2018/19 and 2019/20 school years showed a contrasting development; in the 2019/20 school year, only a quarter of the new entrants with a migration background at vocational schools were in the "transition system". However, this is still a significantly larger proportion than among those without a migration background (8 percent). In 2019, 14.5 percent students with a migration background left a vocational school without success (6.6 percent without a migration background). A good one-third (35.4 percent) of all school leavers with a migration background completed a programme in the "transition system" (this was not the case with even one in ten school leavers without a migration background).⁸⁶ In summary, it can be said that people with a migration background therefore have reduced chances of educational success.⁸⁷

Furthermore, there is a need for action related to migrants who have already found their way into training or work. The experience of the Dresden Chamber of Industry and Commerce shows, for example, that migrants often drop out of training programmes due to language problems, especially in vocational schools. Language deficits remain a major challenge for sustainable professional integration. This is why companies are showing increasing interest in part-time language courses, which can be attended alongside training or job, and in-house language training. Although there are isolated part-time courses in Dresden already, implementing these sorts of courses has been difficult so far. This is due, among other things, to the lack of financial support and the fact that the demand becomes more differentiated due to subject-specific language with increasingly higher language levels. In addition, the courses have to be aligned with the requirements of everyday training or work in companies.⁸⁸

Tapping potential

There are greater chances of activating previously untapped potential of immigrants when individual educational needs are identified in good time on the basis of educational and occupational biographies. The municipal educational counselling service intends to meet the need for low-threshold, agency-independent and interculturally inclusive counselling. This service has been providing guidance in the areas of education, career and employment since 2010. The proportion of immigrants among all people seeking advice has increased significantly in recent years. While it was still ten percent in 2011, it increased to 26 percent in 2020. The most important topics of the target group in 2020 were "job application counselling" (30 percent), "returning to work after unemployment", "training" and "professional (re-)orientation" (18 percent each).⁸⁹

The "Informations- und Beratungsstelle Anerkennung Sachsen (IBAS)" (Information and Advisory Centre Recognition Saxony), which has been active within the IQ Network (which is funded by the federal government) since

⁸³ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 109 f.

⁸⁴ Ibid., p. 52.

⁸⁵ Cf. Statistical Office of the Free State of Saxony: Official school statistics. State Capital Dresden. Education Office: Preliminary work dated 19 April 2021.

⁸⁶ Cf. *ibid.*

⁸⁷ Cf. State Capital Dresden. Mayor's Office: Meeting on the topic of the Skilled Immigration Act. 24 April 2020. Slide 15.

⁸⁸ Cf. State Capital Dresden. Education Office: Preliminary work dated 26 August 2020.

⁸⁹ Cf. Volkshochschule Dresden e. V.: Educational counselling service 2020. Preliminary work dated 01 April 2021.

2011, advises and supports immigrants in the area of the recognition of foreign academic and vocational qualifications. In 2015, "IBAS Dresden" processed 1,095 enquiries that came from across the Free State of Saxony (except the Leipzig area) and from abroad. Since 2017, the advisory centre has processed enquiries from the Dresden area only. Therefore, the counselling figures over the years cannot be directly compared. They amounted to 936 and 855 consultations in 2018 and 2019 respectively.⁹⁰ The project funding for "IBAS Dresden" will terminate at the end of 2022.

Since 2013, partners of the RESQUE network have been working to improve the integration of refugees. Projects "RESQUE 2.0" and "RESQUE continued", which were launched in the middle of 2016, include counselling, qualification and placement services in the areas of training, career and recognition of vocational qualifications, and aim to place refugees in work and training.⁹¹

Some of the services mentioned here have been secured through project funding for years. The result is that with the end of funding periods there is always the risk that such important vocational integration opportunities will cease to exist in Dresden. Therefore, it is important to change perspectives so that these services can obtain regular funding.

In this respect, the challenges for the coming years are to

- further improve the access opportunities and access routes for refugees into the job and training market (e.g., by concluding a cooperation agreement between migration social workers, the Federal Employment Agency Dresden, Jobcenter Dresden and the Social Welfare Office to improve the integration of asylum seekers with work permits, as well as a cooperation agreement between immigrant advice centres, the Youth Migration Service and independent child and youth welfare organisations),
- continue to offer special support and education services that pave the way for young immigrants entering employment, to expand these if necessary (e.g., to include outreach approaches), and
- close the existing financial support gaps, e.g., for language coaching in companies or other specialist language programmes that are offered in-house or that can be attended alongside training or job.⁹²

Extended legal framework and parallel need for action

"Dresden is expected to have an additional demand for 20,000 to 40,000 skilled workers within the next ten years"⁹³, said the Mayor of Dresden in spring 2020, on the occasion of a meeting of regional job market stakeholders on the topic of skilled labour immigration. To meet this need, up to 7,000 unemployed persons could be tapped. Another 10,000 people could be added due to demographic developments. The existing gap of between 3,000 and 23,000 persons could be closed by immigration from third countries within the framework of the Skilled Immigration Act.⁹⁴ At the same time, the Mayor emphasised that even with a decrease in unemployment, the integration of immigrants and other groups of people living in Dresden remains a very important political task of the regional job market.⁹⁵

The future of the business hub depends crucially on how well it succeeds in securing and expanding the skilled worker base of companies and businesses.⁹⁶ New regulations were laid down in the Skilled Immigration Act,

⁹⁰ Cf. IQ Network Saxony: Preliminary work dated 03 December 2020.

⁹¹ Cf. Sächsischer Flüchtlingsrat e. V.: RESQUE continued. Access to training and work. <https://www.saechsischer-fluechtlingsrat.de/de/projekte/resque-continued-zugang-zum-arbeitsmarkt/>, available on 30 June 2020.

⁹² Cf. IQ Network Saxony: Preliminary work dated 23 July 2020; ARBEIT UND LEBEN Sachsen e. V.: Preliminary work dated 23 July 2020.

⁹³ State Capital Dresden. Mayor's Office: Meeting on the topic of the Skilled Immigration Act. 24 April 2020. Slide 13.

⁹⁴ Cf. *ibid.*

⁹⁵ Cf. *ibid.*, slide 11.

⁹⁶ Cf. German Bundestag: Draft bill of the federal government. Draft of the Skilled Immigration Act. Saarbrücken 2019. <https://dip21.bundestag.de/dip21/btd/19/082/1908285.pdf>, available on 30 June 2020.

which came into force on 1st March 2020. These result in a more targeted opening and reorganisation of Germany's economic needs for people from third countries.⁹⁷ The aim of the Skilled Immigration Act is the targeted immigration of qualified skilled workers from third countries who are required by companies.⁹⁸ Consequently, finding a job and taking up employment is made easier for these target groups if the legal requirements are met.

This extended legal framework should be viewed positively. However, it is important to emphasise that a balance must always be maintained in relation to the domestic job market to keep the reduction of unemployment and thus the social and professional integration of various social groups, which also include immigrants, in view. It is therefore important to accurately analyse the current needs of the job market and develop the potential of migrants, irrespective of whether they are new immigrants or have been residing in Dresden for a long time. "The aim is to make immigrants feel welcome, not only in the short term as economic gap fillers, but also in the long term as full members of the society – not in spite of, but because of their cultural background and international experience."⁹⁹

The special report "Education and Migration in Dresden" published in 2020 states that there is a need for more educational and qualification offerings that sustainably start with the professional and linguistic qualification of low-skilled employees.¹⁰⁰ Jobcenter Dresden and the Federal Employment Agency Dresden contradict this and point out that there are already sufficient offerings and funding opportunities for professional development. In fact, low-skilled persons should be advised to complete qualification-oriented programmes.¹⁰¹

Challenges for the coming years will be to

- secure the skilled labour base of companies sustainably and in a future-oriented manner,
- establish or increase awareness about central contact points for companies for the clarification of residence permit issues,
- promote the expansion of professional cooperation between the "Dresden Welcome Centre"/Immigration Office, the Recognition and Qualification Advisory Service, the Employer Service and the "Expert Information Centre Immigration" to increase the participation of the companies themselves in the recruitment of foreign skilled workers,
- ensure transparency and optimisation of recognition processes and further simplify visa procedures for skilled workers from third countries, as well as
- support the development and implementation of a potential-oriented diversity policy for Dresden.

Development of Dresden's skilled labour strategy

The City Council's resolution "Dresden's skilled labour strategy" commissioned the city administration to "develop a transparent and locally and regionally coordinated strategy for securing skilled labour".¹⁰² The skilled labour strategy is intended to create targeted framework conditions for securing a skilled labour base to focus on the unused potential in the job market.¹⁰³

The "Fachkräfteallianz Dresden (FKAD)" (Dresden's skilled labour alliance) was founded in 2016 as a joint body of the most important job market stakeholders under the leadership of the Mayor. The "Update on the FKAD Action Plan 2020-2022" prepared by this body aims to make Dresden better known to both employers and qualified

⁹⁷ Cf. Dresden Chamber of Industry and Commerce: Priority for skilled workers. The new Skilled Immigration Law. https://www.dresden.ihk.de/servlet/pool?knoten_id=119690&ref_detail=News&ref_knoten_id=6458&ref_sprache=deu, available on 24 June 2020.

⁹⁸ Cf. Federal Ministry of the Interior, Building and Community: questions and answers about the Skilled Immigration Act. <https://www.bmi.bund.de/SharedDocs/faqs/DE/themen/migration/fachkraefteeinwanderung/faqs-fachkraefteeinwanderungsgesetz.html>, available on 24 June 2020.

⁹⁹ Federal Institute for Research on Building, Urban Affairs and Spatial Development: Experimental housing and urban development. How can municipalities become attractive for qualified immigrants? https://www.bbsr.bund.de/BBSR/DE/forschung/programme/ex-wost/Studien/2012/Zuwanderer/01_Start.html, available on 10 December 2020.

¹⁰⁰ Cf. State Capital Dresden. Education Coordination for New Immigrants: special report "Education and migration in Dresden". Dresden 2020, p. 136.

¹⁰¹ Cf. State Capital Dresden. Office for Economic Development: statement from WG 1 on the analysis of the municipal spheres of activity. 1st Draft. Preliminary work dated 19 March 2021.

¹⁰² State Capital Dresden. Execution of the resolution: Dresden's skilled labour strategy. A0406/18. SR/055/2018.

¹⁰³ Cf. *ibid.*

potential employees as an attractive, liveable and family-friendly place to study, work and live. For this, the activities to be performed by the various stakeholders for securing skilled labour need to be pooled and coordinated. The aim is to create transparency about the demand for skilled workers.^{104/105} The current draft of the action plan defines strategic goals and focal points for action, which form the basis for the further development of concrete measures in the period from 2020 to 2022:

- Developing young professionals
- Improving employability
- Attracting domestic and foreign skilled workers
- Attracting unemployed persons to the job market¹⁰⁶

Furthermore, a "guideline for vocational orientation in Dresden" was formulated to serve as a binding basis for all activities in the field of vocational orientation. Here, the focus should be on the youth and young adults, and their diversity – educational biography, age, gender, migration background and other personal, physical or psychological conditions – should be taken into account.¹⁰⁷ Apart from providing a good orientation of educational pathways and their access requirements, the guideline focuses on the active involvement of parents and legal guardians in the process of choosing a career.¹⁰⁸

Creation of spaces for "community education", intercultural inclusiveness of vocational orientation, consideration of employment by the Immigration Office by making use of legal possibilities, and sensitisation of companies towards the potentials of employee diversity are also some of the measures of the action plan that need to be taken up and implemented promptly.

The challenges for the coming years are to

- create further transparency about the demand for skilled workers in Dresden,
- create and consistently implement a new action plan,
- develop further measures to secure skilled labour in Dresden,
- increase the willingness of companies to recruit and train immigrants,
- further strengthen the urban society as a cosmopolitan society,
- further improve the learning, working and living conditions in Dresden, and
- take into account the specific aspects of the career choice made by young immigrants.

Foreign students as a focus point of the commitment to secure skilled labour

Dresden is increasingly attracting the attention of foreign students as a place of study. The proportion of first-year foreign students rose from 19.2 percent in 2008 to 30.4 percent in 2019. A majority of them, 80 percent, decided to study at a university¹⁰⁹ (also see "Facts and figures on migration and integration in Dresden").

It stands to reason that foreign students represent an enormous immigration potential of qualified skilled workers with recognised German degrees. Consequently, they have been a focus point in Dresden for quite some time. In particular, the projects funded through "Fachkräfteallianz Dresden" aim to inform these potential skilled workers from the fields of research and science about the advantages of the place and to sensitise them towards timely career planning. The Office for Economic Development also works in close cooperation to carry out this task.

It is therefore important to continue to consider the target group of foreign students as a focus point of the commitment to secure skilled labour in Dresden and to take their needs and wishes in their search for a job and place to live into account even more. Finally, the support of "community education" and the support of locally working

¹⁰⁴ Cf. State Capital Dresden. The Mayor: Strategy for securing skilled labour in Dresden – transparent and locally and regionally coordinated. Draft. V0475/20.

¹⁰⁵ In its session on 22./23 July 2021, the City Council rejected the V0475/20 submission.

¹⁰⁶ Cf. *ibid.*

¹⁰⁷ Cf. *ibid.*

¹⁰⁸ Cf. *ibid.*

¹⁰⁹ Cf. State Capital Dresden. Education Office: Preliminary work dated 08 February 2021.

migrant associations also play an important role here (also see sphere of activity "Social and societal integration, self-organisation and political participation").

Challenges for the coming years will be to

- make Dresden even more attractive as a place to work and live for foreign students and graduates,
- to provide students on tolerated stay permits with a secure prospect of staying in the country,
- to provide students in English-language courses with uncomplicated options to learn German if they wish to stay,
- to create further incentives for foreign students to stay in Dresden, and
- thus retain existing skilled labour potential for the long term.

Importance of vocational training

Vocational training plays an important role in securing skilled labour because it allows young professionals to be trained directly in the region and in cooperation with local companies. In recent years, about 85 percent of trainees received training in the fields of industry, commerce and trades. The Chamber of Industry and Commerce and the Chamber of Trades and Crafts are therefore important members of "Fachkräfteallianz Dresden".

On the basis of interculturally inclusive vocational orientation, migrants can choose from a variety of different qualified jobs. However, some prerequisites need to be fulfilled to be accepted for vocational training. These can be very demanding for some immigrants: language skills of at least B2 level, C1 for some professions, as well as solid basic education, e.g., in mathematics and natural sciences. Although these are obligatory for regulated professions only (especially in the healthcare and pedagogical sectors), the importance of meeting these requirements for the successful completion of training and for the smoothest possible transition into employment is regularly demonstrated.

Some young refugees do not meet these requirements initially and need additional support through programmes of the so-called transition system: basic vocational training year, vocational preparation year and vocational training preparation programmes under the Vocational Training Act, which primarily include entry-level vocational qualification and training programmes for vocational preparation. In addition, Dresden offers several programmes that help people catch up on their basic education: "preparing young asylum seekers for vocational training", with the significant participation of local companies, the basic education programme "Bildung 18+" (Education 18+), the "Passgenaue Besetzung" (Suitable Occupation) programme at the chambers, the "Willkommenslotse" (Welcome Guide) project at the Chamber of Industry and Commerce, the "RESQUE continued" project, the "Arbeitsmarktmentoren Dresden" (Job Market Mentors Dresden) project, and others.

In recent years, the majority of new entrants with a migration background to vocational schools in Dresden were in the "transition system", especially in the vocational preparation year. This was primarily the case with refugees. Since the 2018/19 school year, the majority of these young people have again gone directly into dual education and, a small proportion of them, into school-based vocational training. For some refugees however, special offerings of the "transition system" will be required even in the future. But these need to be more closely aligned to the actual needs of immigrants and companies, in that migrants are placed in a more differentiated way and more permeability is enabled for those who can make the transition to vocational training or school-based (vocational) training.¹¹⁰

Young people with a migration background are no different from young people without a migration background. They have ideas about their future, in which their profession plays an important role. Many studies show that, on average, migrants have higher educational aspirations than would be expected based on their socio-economic situation and academic performance. There is no scientific evidence for the frequently cited interpretation that the reason for this has to do with optimism about immigration, a lack of realism and a lack of knowledge of the sys-

¹¹⁰ Cf. State Capital Dresden. Office for Economic Development: statement from WG 1 on the analysis of the municipal spheres of activity. 1st Draft. Preliminary work dated 19 March 2021.

tem. Although the current state of knowledge does not yet permit any reliable statements, research into the educational aspirations of migrants can clearly refute the statements sometimes made in political or public debate that migrants' poorer educational outcomes are the result of their lack of "willingness to be educated".¹¹¹

Experiencing social recognition is a central motive for young people when choosing a profession. Their choice of profession is part of the development of their identity. A BIBB student survey in 2018¹¹² shows: Young people want to be perceived as educated by learning or practising a profession that's considered high-earning. They anticipate the reactions of their social environment to the choice of career when they are considering and selecting their training. Professions for which the level of school education is perceived as not very high are deselected. The young people surveyed seemed to place less value on being trained in professions in which a high proportion of professionals have a university entrance qualification. This apparently only plays a role for young people who come from academic families and who also typically attend a grammar school themselves. It is much more important not to appear uneducated. But other factors are also important, for example, an idea of what to expect in the chosen profession.

There is now a whole range of studies on the educational advancement of women* and men* with and without a migration background.¹¹³ Educational climbers have characteristics such as assertiveness, psychological stability, frustration tolerance and resilience, which have enabled them to realise their educational aspirations in the form of qualifications – characteristics they have acquired in their educational biography. Educational climbers succeed in constructing a multiple identity, developing resources and skills that enable them to continuously reorient themselves and adapt to new situations and frameworks,¹¹⁴ and developing qualities such as self-confidence, motivation and composure.¹¹⁵

However, as a whole, young women* and men* with a migration background move into a dual training programme much less often. Despite committed searching, equally good academic qualifications and performance, and despite their specific migration-induced and social resources, young women* with a migration background find themselves in training less often than migrant men* and also less often than German women*, and it is even rarer for them to end up in their desired profession. Even when young people with a migration background have concluded a training contract, their conditions are less favourable: They are more often in a non-company training situation or have started training in an occupational field with particularly high termination rates and low chances of being employed.¹¹⁶

This discrepancy shows that the vocational orientation measures are by no means designed to be migration-sensitive, much less integrative. The vocational orientation measures are legally the responsibility of the schools and the Bundesagentur für Arbeit. Nevertheless, the Dresden city administration can exert influence here. The Education and Youth Department coordinates vocational orientation within the framework of project funding and has set itself the goal of developing a municipal strategy for diversity-sensitive vocational orientation in Dresden. The project coordination aims to orient itself in all activities towards the federal "Charter of Diversity" and work towards its implementation. To implement the goals of equality, equal opportunities and non-discrimination, it will also be necessary in future as part of the activities of the "Regional Coordination Office for Vocational Orientation" to refer to the aspects of diversity within the thematic work and to include these in the content-related project design.

The challenges for the coming years are to

- open up doors to vocational training and make needs-based programmes of the "transition system" more flexible and

¹¹¹ Cf. Becker, Birgit; Gresch, Cornelia: Bildungsaspirationen in Familien mit Migrationshintergrund. In: Diehl, Claudia; Hunkler Christian; Kristen, Cornelia (Ed.): *Ethnische Ungleichheiten im Bildungsverlauf*. Wiesbaden 2016.

¹¹² Cf. Bundesinstitut für Berufsbildung (Ed.): *Datenreport zum Berufsbildungsbericht 2018. Informationen und Analysen zur Entwicklung der beruflichen Bildung*. Bonn 2018.

¹¹³ Cf. El-Mafaalani Aladin: *BildungsaufsteigerInnen aus benachteiligten Milieus*. Wiesbaden 2012.

¹¹⁴ Cf. Boos-Nünning, Ursula: *Mädchen und junge Frauen mit Migrationshintergrund*. In: Genkova, Petia; Riecken Andrea (Ed.): *Handbuch Migration und Erfolg*. Wiesbaden 2020.

¹¹⁵ Cf. Lang, Christine; Pott, Andreas; Schneider, Jens. *Unwahrscheinlich erfolgreich. Sozialer Aufstieg in der Einwanderungsgesellschaft*. IMIS-Beiträge 49. Osnabrück 2016.

¹¹⁶ Cf. Bundesinstitut für Berufsbildung (Ed.): *Datenreport zum Berufsbildungsbericht 2018. Informationen und Analysen zur Entwicklung der beruflichen Bildung*. Bonn 2018.

- promote the intercultural inclusiveness of companies.

New structures established

In order to address new needs for action and to close existing gaps in the integration of immigrants into the job market, new structures have been established in Dresden in recent years.

From 2015 to 2018, the "Dresden Steering Committee on Integration in Training and Work" worked as an inter-agency strategic coordination body chaired by the Mayor (also see sphere of activity "Intercultural orientation and inclusiveness in the city administration") to adequately address the major challenges for refugees and to work on them in a coordinated manner. The steering committee merged with "Fachkräfteallianz Dresden" in 2020.

The "Expert Information Centre Immigration" provides advice on all aspects of immigration and the job market. Its main task is to support employers in attracting and recruiting present and future immigrants.¹¹⁷ Since 2018, the Expert Information Centre has been based at Jobcenter Dresden, thus ensuring intensive and close cooperation in order to achieve sustainable integration on the job market. In 2019, the Expert Information Centre processed 532 enquiries, half of which involved counselling of those seeking advice. It also conducted 89 events.¹¹⁸

"Fair Integration" (ARBEIT UND LEBEN Sachsen e. V.) in IQ Network Saxony is a counselling service on social and labour law issues for refugees and other migrants who do not come from the European Union. The counselling service gives advice to people who are already in employment, training or internship on specific issues such as wages, leave or dismissal. It also advises those who want to obtain information about their working conditions and employment contracts as a precautionary measure. The counselling service also offers free workshops for the target group.¹¹⁹

The "Coordination Agency for Training and Migration, KAUSA" is a contact point for young people with refugee experience or migration background and their parents to find out about the diverse training opportunities, as well as for companies that want to train this target group.¹²⁰ Since foreign businesses are not currently providing training in Dresden, the "KAUSA" coordination agency developed a new programme to address this problem. The aim of this programme is to offer these companies support in the area of vocational training, as well as a course to obtain training authorisation.¹²¹

"Arbeitsmarktmentoren Dresden" is a project of ARBEIT UND LEBEN Sachsen e. V. It is associated with the model project "Arbeitsmarktmentoren für Geflüchtete in Dresden" (Job Market Mentors for Refugees in Dresden) and has been operating since January 2020. Its focus is the timely integration of refugees in the regional training and job market. In the regional training and job market, the team of job market mentors can provide individual assistance and support to immigrants who have lived in the Free State of Saxony for less than five years.¹²²

Project "Zugang" (Access) of the IQ Network Saxony helps migrants find jobs that are suited to their qualifications by means of an ongoing range of seminars and individual casework. This project is intended particularly for people who have already obtained an academic or professional degree or professional experience abroad. These people often work in areas that do not match their qualifications. Contents of the seminars include: application management, self-marketing strategies, job market analysis, self-employment or voluntary work. The project is carried out by ARBEIT UND LEBEN Sachsen e. V.¹²³

¹¹⁷ Cf. IQ Network Saxony: Preliminary work dated 03 December 2020.

¹¹⁸ Cf. *ibid.*

¹¹⁹ Cf. ARBEIT UND LEBEN e. V.: Fair integration. <https://www.arbeitundleben.eu/projekte/detail/faire-integration-68/>, available on 25 March 2021.

¹²⁰ Cf. KAUSA Service Centre. Dresden region: Self-presentation. www.kausa-dresden.de, available on 25 March 2021.

¹²¹ Cf. KAUSA Service Centre. Dresden region: Preliminary work dated 21 July 2020.

¹²² Cf. ARBEIT UND LEBEN Sachsen e. V.: Arbeitsmarktmentoren Dresden. <https://www.arbeitundleben.eu/projekte/detail/arbeitsmarktmentoren-dresden-480/>, available on 13 January 2021.

¹²³ Cf. State Capital Dresden. Office for Economic Development: statement from WG 1 on the analysis of the municipal spheres of activity. 1st Draft. Preliminary work dated 19 March 2021.

These programmes also receive project funding mostly by the federal government or the Free State of Saxony, and are at risk of being discontinued without replacement if this financial funding is terminated.

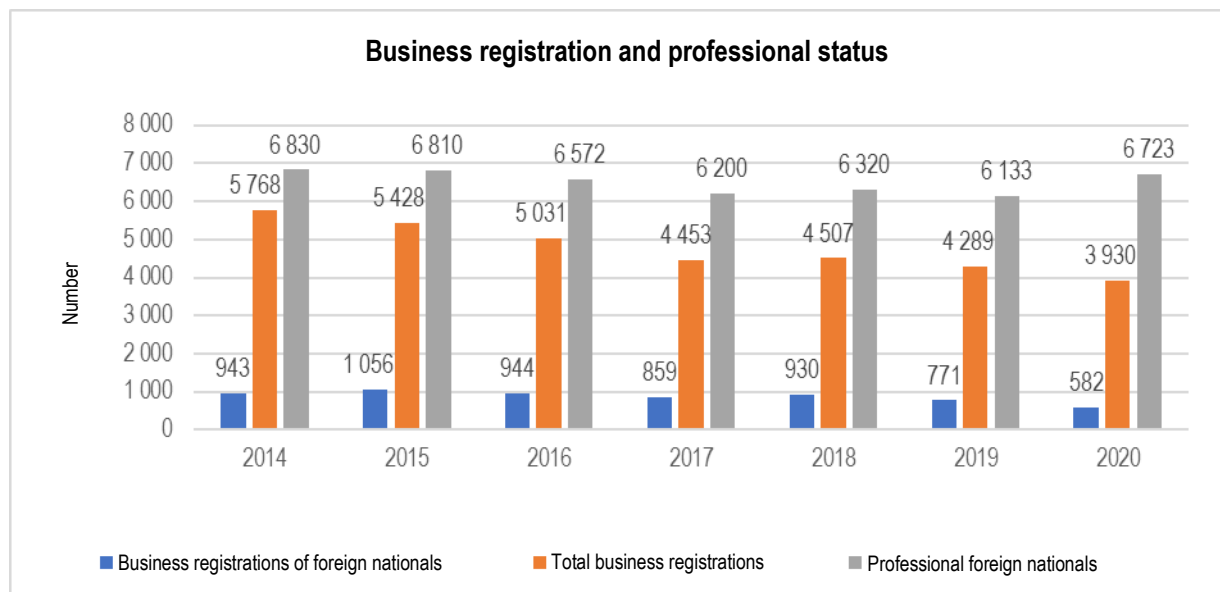
Challenges for the coming years will be to

- further expand the networking and cooperation between the existing programmes and the city administration, the Federal Employment Agency Dresden, Jobcenter Dresden, companies and other job market relevant stakeholders for the coordinated and successful integration of migrants,
- consider the possibility of establishing a one-stop shop in the areas of migration and training for foreign businesses and companies or find other forms to strengthen them in their role as training providers and
- find funding opportunities to sustain and stabilise existing projects.

Professionalising of business start-up advice for migrants

Foreign businesses make an important contribution to economic development. The number of business registrations by foreign nationals in Dresden showed an irregular development in the period between 2014 and 2019, reaching a peak of 1,056 registered foreign businesses in 2015. The lowest number of registrations (582) was recorded in 2020. The number of foreign businesses in 2020 was 6,723, accounting for 14 percent of the total number of businesses in Dresden (Figure 15). In 2015, the proportion of foreign businesses in the total number of existing businesses was 13.7 percent.¹²⁴ It should be noted that independent professionals ("freie Berufe") need not register their businesses and that the group of foreign freelancers was not included in these statistics.

Figure 15: Development of foreign business registrations and existing foreign businesses in Dresden from 2014 to 2020
Source: Cf. State Capital Dresden. Public Order Office: Preliminary work dated 04 November 2020 and 04 February 2021, own presentation.



Business start-ups by migrants play an important role in the Federal Republic of Germany. It is essential that founders of new businesses know the special requirements of forming an enterprise and are able to duly fulfil them.¹²⁵ It can be seen that many migrants mostly obtain information on starting a business from friends or acquaintances and rarely approach public counselling centres. This can lead to inadequate knowledge of independent entrepreneurial action (e.g., financing, funding and legal regulations).¹²⁶ For this reason, target group-specific

¹²⁴ Cf. State Capital Dresden. Public Order Office: Preliminary work dated 04 November 2020 and 04 February 2021.

¹²⁵ Cf. Federal Ministry for Economic Affairs and Energy: Preparing for a start-up. <https://www.existenzgruender.de/DE/Gruendung-vorbereiten/Entscheidung/Ihre-Startposition/MigrantInnen/inhalt.html>, available on 26 June 2020.

¹²⁶ Cf. *ibid.*

business start-up advice and support is important and necessary. Although there are a number of regional providers of start-up advice, business start-up advice and support for immigrants in Dresden is not yet sufficiently intercultural inclusive.¹²⁷ The advisory service of the "Arbeitsmarktmentoren Dresden" has often found that immigrants do not know what self-employment actually means (for example, in terms of the required qualifications, legal framework conditions, taxation laws, etc.). However, currently, this information can be conveyed only point by point in a counselling session with job market mentors. It would be better to offer qualification programmes on selected topics with case-related advice on the individual start-up idea.¹²⁸

In addition, the many years of experience of the IQ Network Saxony has shown that there is a need for multilingual preliminary counselling or alternative counselling, which enables immigrants to deal with the process of starting their business in Germany in an unbiased manner and without any pressure. In the medium term, this need must be met by the regular services through coordinated, target group-oriented offers.¹²⁹

Furthermore, current practice also shows a clear need for a multilingual, target group-specific service for business start-up advice and support.¹³⁰

In this respect, the challenges for the coming years include:

- establish a targeted, multilingual business start-up advice and support service, as well as qualification for immigrant people,
- promote the intercultural inclusiveness of existing counselling services for business start-ups, and
- explore the possibility of multilingual and unbiased preliminary counselling/alternative counselling.

¹²⁷ Cf. IQ Network Saxony: Preliminary work dated 23 July 2020; ARBEIT UND LEBEN Sachsen e. V.: Preliminary work dated 23 July 2020.

¹²⁸ Cf. ARBEIT UND LEBEN Sachsen e. V.: Preliminary work dated 23 July 2020.

¹²⁹ Cf. IQ Network Saxony: Preliminary work dated 03 December 2020.

¹³⁰ Cf. IQ Network Saxony: Preliminary work dated 23 July 2020.

Housing

The "Integration Concept 2015-2020" defined the following as medium-term goal for the sphere of activity "Housing" in Dresden:

*"By 2020, Dresden will improve the integration of people with a migration background in political and social life."*¹³¹

The following short-term objectives were derived from this, to be actioned by the city administration:

*"Dresden is shaping sustainable and social urban development. People with a migration background are integrated in their living environment and experience both security and acceptance."*¹³²

In this sphere of activity, the city administration has the task of developing and implementing urban planning instruments that counteract the increasing social segregation. Furthermore, the city administration has to ensure equal participation of all residents in urban planning participation processes. It must also work to reduce discrimination in the housing market and to avoid it in the long term.

Counteracting social segregation

A study from 2018 showed that social segregation (measured on the basis of SGB II recipients) in East Germany was already higher than in West Germany in 2005, and that this trend continued in East Germany and even accelerated after 2015.¹³³ Magdeburg and Dresden showed a somewhat different picture. In contrast to the other eastern German cities, both cities showed relatively low social segregation. The reason for this special position was the urban planning.¹³⁴ During the Second World War, the level of destruction in these inner cities and their then existing housing was particularly high. Prefabricated buildings or several smaller prefabricated apartment blocks were later constructed on the larger wasteland areas. However, social segregation also occurred in these prefabricated apartment blocks in the two cities.¹³⁵

In order to analyse the social situation in Dresden on as small a scale as possible, a social space typology was developed as part of the 1st Dresden Education Report. Using selected figures on social stress or risk situations, an index was formed, based on which regions can be categorised into five developmental areas. When regions belong to one developmental area, this means that the people living there are subject to similarly high social stresses. Developmental area 1 is the category for highly increased social stress, while developmental area 5 is the category for no or hardly any social stress. Since 2009, the typology of Dresden's social environment has been continuously developed – since 2017 within the framework of Social Environment Monitoring, with various internal and external stakeholders. A common stress index could be agreed upon in the Department of Education and Youth in 2020. This index can be depicted even at the social district level. With this classification, social and functional, as well as structural conditions of individual urban areas, can be taken into account in greater detail than before.

The stress index differs only slightly from the original social space index and is based on the following figures:

- share of single parents in all households with children,
- share of persons in need of assistance according to SGB II in the population under 65 years,
- share of children under 15 years who are not employable and who are entitled to benefits under SGB II among all children under 15 years, and
- share of unemployed youth under 25 years in the population aged 15 to under 25 years.

¹³¹ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 85.

¹³² Ibid.

¹³³ Cf. Helbig, Marcel; Jähnen, Stefanie: Wie brüchig ist die soziale Architektur unserer Städte? (How fragile is the social architecture of our cities?) Berlin 2018, p. 116.

¹³⁴ Cf. ibid., p. 111.

¹³⁵ Cf. ibid.

A common measured value is formed from the figures, which can then be used to categorise the developmental areas.

Figure 16: Stress index in Dresden in 2019 at the social district level

Source: State Capital Dresden. Education Office: Statistics of the Federal Employment Agency, geodata of the state capital Dresden, Municipal Statistics Office. In: State Capital Dresden. Municipal Statistics Office: Dresden in figures, III. Quarter 2020. Dresden 2020, p. 22.

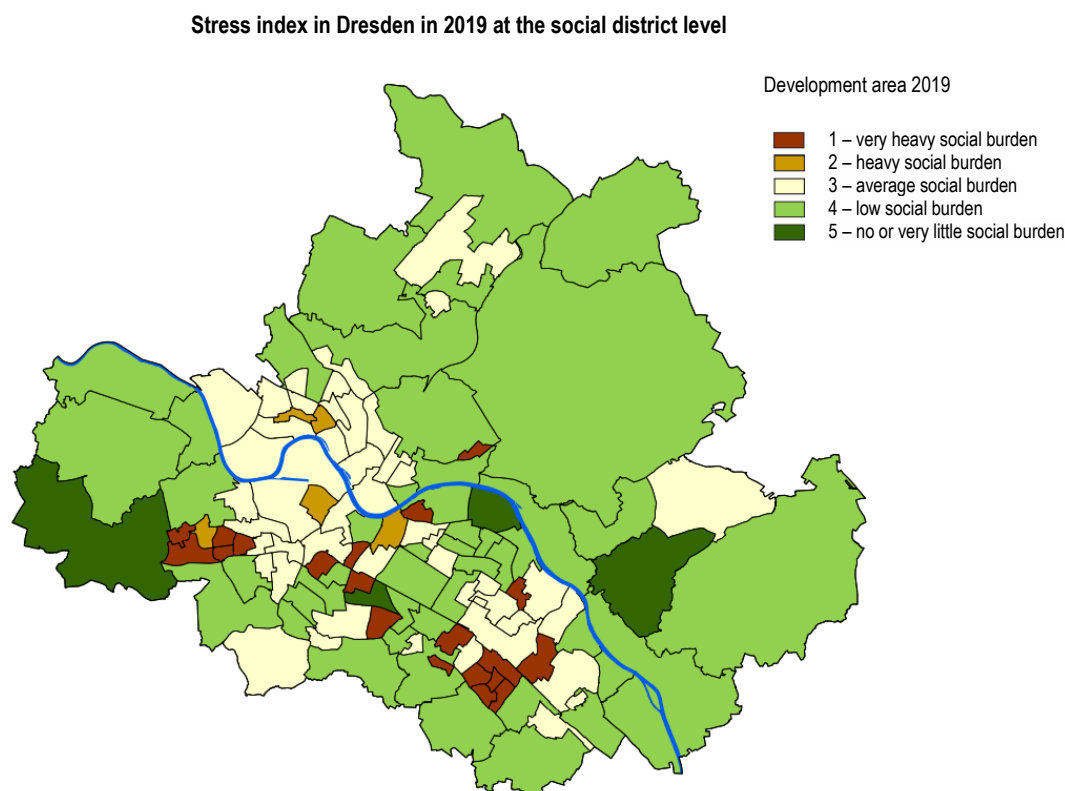


Figure 16 shows that there are not one or a few areas in Dresden where social problem situations are concentrated, but numerous smaller ones.

In another study on the socio-spatial distribution of immigrants between 2014 and 2017, it was found that in all the cities studied (including Dresden), the proportion of foreign nationals had increased the most between 2014 and 2017 in the areas where most of the poor people live.¹³⁶ Moreover, this correlation is recorded as being much stronger in eastern German cities than in western ones. Immigrants moved to areas where particularly cheap housing was available or where housing was provided to them. This is also true for Dresden.

Areas with a higher social stress thus also house the majority of foreign nationals. In 2020, there were a total of 21 areas in Dresden where the proportion of foreign nationals was above the city average of 8.6 percent. In six of these neighbourhoods, the proportion is over 20 percent, including Gorbitz (North) and Gorbitz (South), which are assigned to the Dresden-Cotta municipality. The highest proportion of foreign nationals is in Südvorstadt (East) at 34.9 percent. The lowest proportion, on the other hand, is found in Schönhof/Schullwitz (0.7 percent), followed by Kleinzschachwitz and Altfranken/Gompitz (1.2 percent).¹³⁷ This means that in Dresden too, integration predominantly takes place in areas where most of the social stresses already exist.

¹³⁶ Helbig, Marcel; Jähnen, Stefanie: Wo findet Integration statt? Die sozialräumliche Verteilung von Zuwanderern in den deutschen Städten zwischen 2014 und 2017 (Where does integration take place? The socio-spatial distribution of immigrants in German cities between 2014 and 2017). Berlin 2019.

¹³⁷ Cf. State Capital Dresden. Municipal Statistics Office: Existing population, foreign population at the place of principal domicile by neighbourhoods, gender and five age groups, 2020. Preliminary work dated 14 April 2021.

A number of other factors promote social segregation, for example, decisions on municipal housing construction, agreements on the creation of guaranteed housing and their location in particular neighbourhoods, or reservations and discrimination on the part of landlords when allocating housing.

However, it must also be taken into account that networks play an important role for migrants, especially at the arrival and early integration stage, and that they therefore tend to want to move into neighbourhoods where people from their countries of origin already live.

Using urban development concepts to create good conditions

Consequently, efforts must be made to ensure that this social segregation does not increase further. Dresden has made numerous efforts to counteract these developments for decades. As early as 1993, a "Framework Concept for Urban Development" was published, which was used as an urban planning instrument to bring about positive changes in individual neighbourhoods. The major points of focus of urban development at that time were the inner city, urban redevelopment areas, and areas with comprehensive restructuring (e.g., former military areas).¹³⁸ In 2002, the framework concept resulted in the first integrated urban development concept (INSEK) in the state capital. This discussed social segregation tendencies and ways of influencing them. The objective was to upgrade the residential environment in such a way that out-migration would be mitigated and in-migration would be increased.¹³⁹

This objective was also included in the integrated urban development concept "Zukunft Dresden 2025+" (Future Dresden 2025+) enacted by the City Council in 2016.¹⁴⁰ It was only after the number of residents with a migration background increased in the period from 2002 to 2016 (see "Facts and figures on migration and integration in Dresden") that the urban development concept dealt more intensively with the integration of immigrants for the first time.¹⁴¹ The INSEK "Zukunft Dresden 2025+" was updated in 2018. It focused on addressing the changing requirements for the accommodation and integration of asylum seekers. A new update was started in 2020.

The integrated urban development concept "Zukunft Dresden 2025+" defined development goals to be achieved in focus areas. The concept from 2016 defined 17 focus areas that were to be given greater consideration during urban development. "Integration and participation" were added as a new general, cross-sectionally oriented goal of urban development in 2017. This was already included as a sub-goal in the previous concept, but it would now be given greater attention. One of the stated needs for action is the comprehensive intercultural inclusiveness in the city administration so that the concerns of all immigrants are taken into account. Overall, the concept, with its comprehensive goals and measures, has since been a central foundation for the work of the Dresden city administration.

For developing housing policies, the "Housing concept of the state capital Dresden" was adopted in 2019 as a supplement to the INSEK. It contains 22 spheres of activity with over 60 measures. The housing concept describes the securing of housing provision for refugees and the achievement and maintenance of a social mix as concrete goals for improving the integration of migrants in the housing market.¹⁴² The recommended social housing quota derived from the housing concept is 30 percent. As part of the discussions on the "Cooperative Building Land Model", which sets a quota for social housing for investors who want to build apartments in Dresden, a quota of 15 to 30 percent is being discussed. The decision on the actual amount of the quota is still pending.

Furthermore, Dresden has developed an "Emergency housing assistance concept", which was adopted by the City Council in 2018. It contains strategies for supporting people who are homeless or at risk of losing their homes. The concept also addresses homeless EU citizens. This group of people is in a particularly precarious situation, as the majority of them have no benefits or any other income or assets. As people who are not entitled

¹³⁸ Cf. State Capital Dresden. Town Planning Office: Integrated Urban Development Concept (INSEK). Summary. Dresden 2002, p. 92.

¹³⁹ Cf. *ibid.*, p. 5.

¹⁴⁰ Cf. State Capital Dresden. Town Planning Office: Zukunft Dresden 2025+. Integrated Urban Development Concept (INSEK). Dresden 2016, p. 78.

¹⁴¹ Cf. *ibid.*, p. 24.

¹⁴² Cf. State Capital Dresden. Department of Employment, Social Affairs, Health and Housing: Housing concept of the state capital Dresden. Dresden 2019, p. 14.

to benefits and who don't have their own earned income, they only have limited access to basic services in Germany, i.e. they are denied a decent subsistence minimum.¹⁴³ The following areas are shown to be lacking: daily necessities (food, hygiene, clothing, etc.), accommodation, medical care, mobility (e.g., local public transport) and integration.¹⁴⁴ Exclusion from these services often leads to precarious situations. The concept recorded that there were only eight homeless EU citizens in Dresden in 2016. In contrast, the "Dresden Street Social Work for Adults (SafeDD)", which has been active at various locations in Dresden since 2019, had initial contact with 97 EU citizens in the period from April 2019 to December 2019 (also see sphere of activity "Health and Sport"). In Dresden, too, this group of people has so far been given insufficient consideration in support services¹⁴⁵, which is why they must be given greater consideration in future urban strategies. In particular, new low-threshold solutions are required to maintain basic services.

At the neighbourhood and residential area level, urban development promotion programmes are an important instrument for implementing the general goals of urban development on a small scale. The federal and state government programme "Social City" that was introduced in 1999 should be particularly mentioned here. It aims at counteracting the various overlapping urban planning, socio-economic and functional deficiencies in disadvantaged urban quarters and upgrading the living conditions of the people residing there. The instrument of "neighbourhood management" anchored in the programme promotes integrated action on site. As a link between the administration and the neighbourhood, the neighbourhood managers should, among other things, support functioning cooperation, create opportunities for participation, and mobilise the neighbourhood's own forces and pool them for the development of the neighbourhood. As early as 2000, the Prohlis neighbourhood and the residential area Am Koitschgraben were included in the urban development promotion programme "Social City". Gorbitz was included in 2005 and northern Johannstadt in 2017. The development of the areas included in the programme is based on integrative action plans that list the respective special features of the areas in a status analysis and translate them into concrete implementation goals. The "Social City" areas in the state capital Dresden have similar key spheres of activity and challenges. Besides addressing the deficiencies in urban planning, it is also of central importance to upgrade residential environments and strengthen and upgrade their social and socio-cultural infrastructure. Furthermore, the proportion of immigrants living in these areas has increased significantly in recent years, which has sometimes led to tension among the residents.¹⁴⁶ Therefore, in all these areas, the goal was to contribute to good coexistence by creating opportunities for exchange and meeting, opening up standard services, and expanding public participation. With the merging of the "Social City" programme into the new "Social Cohesion" programme in 2020, these goals will receive more consideration than before.

Dresden also receives funding from the European Union's structural funds. These are awarded through the Free State of Saxony and aim to overcome economic, infrastructural, social and ecological deficiencies and development deficits. Since 2000, two neighbourhoods per funding period have already been supported by the European Regional Development Fund (ERDF). In the funding period from 2014 to 2020, the programme areas North-west Dresden and Johannstadt/Pirnaische Vorstadt received allocations from the structural funds starting from 2015 and 2017 respectively. One of the key goals of area development in both programme areas was to strengthen communication among the residents by upgrading existing and creating new socio-cultural meeting places and services.

Three other urban areas of the state capital Dresden receive financial support for area development from the European Social Fund (ESF): Johannstadt, Friedrichstadt and North Dresden. This funding benefits non-investment measures offered by clubs, associations and public institutions. The aim is to support socially disadvantaged neighbourhoods through low-threshold services. Within the framework of the ESF, the neighbourhoods have been able to realise numerous projects in recent years. A detailed overview is provided in the "Report on the Implementation of the Integration Concept 2015-2020", reporting period from 2018 to 2020.¹⁴⁷ The future funding period of the European Regional Development Fund from 2021 to 2027 is expected to have a sphere of activity

¹⁴³ Cf. Deaconal work. Stadtmission Dresden gGmbH; Heilsarmee Dresden; SZL Suchtzentrum gGmbH; Treberhilfe Dresden e. V.: Grundversorgung für nicht leistungsberechtigte Personen in Dresden. Positionspapier. Dresden 2020.

¹⁴⁴ Cf. *ibid.*

¹⁴⁵ Cf. *ibid.*

¹⁴⁶ Cf. State Capital Dresden. Town Planning Office: Integrated action plan: Social City. Gorbitz 2 for the period from 2016 to 2025. Dresden 2016, p. 33.

¹⁴⁷ See also: State Capital Dresden. Integration and Foreigners' Commissioner: report on the implementation of the concept for the integration of people with an immigration background 2015 to 2020, reporting period 2017 to 2020. Dresden 2020, p. 24.

called “Strengthening the cities as socially equitable living space”, in which investment measures for initiatives to stabilise neighbourhoods are eligible for funding. In Dresden, too, urban areas with special development needs are to be selected and funding is to be applied for. In the existing ESF areas, ongoing measures from the current funding period from 2014 to 2020 will be funded until June 2022 at the latest. The call for proposals for the new funding period 2021 to 2027 is expected to be published in the first quarter of 2022. The intention is to apply again for funding for selected urban areas with a high stress index.

Enabling people with a migration background to actively participate in urban planning processes

The concepts of urban development, which are based in particular on statistical indicators, are important foundations for urban planning. However, they need to be constantly modified so that they can be adapted to the needs of a diverse urban society. This is possible only if the involvement and participation of all residents is guaranteed. Aside from the fact that some of the participation projects are incorporated into the legal framework, they are also an opportunity for the city administration to ensure that different interests are taken into account to a greater extent and that planning and decisions are better accepted. The participation of residents from diverse backgrounds is therefore a significant goal both during the development of concepts and during the implementation of urban planning projects.

Designing of participation projects for planning processes therefore constitutes an important task of the Town Planning Office. Numerous informal and formal participation formats are organised annually: in 2020, for the proposals “Zukunftsstadt Dresden” (City of the Future Dresden) Citizens' Projects 2.0, for the construction of the new administrative centre at Ferdinandplatz and a co-design contribution for Fritz-Förster-Platz, among others. They take place, for example, in the form of information events, citizens' workshops and online participation. Target groups also vary. While many informal participation formats are mainly aimed at residents and interest groups, others are intended more for skilled workers and politicians. So far, however, public participation processes have not been adequately inclusive of broad target groups among the residents. It is estimated that only about one per cent of participants in the past years had a migration background.¹⁴⁸ It is therefore necessary to work on a systematic intercultural inclusiveness of participation projects and participation formats to achieve equal participation.

To work towards this within the framework of the standard instruments of urban planning participation, the following courses of action are possible:

- shaping public participation in early phases, e.g., by organising and conducting inclusive information and participation events or a joint tour of the place/site
- making public participation open to all through multilingualism and the use of simple language, as well as by directly addressing and involving immigrants
- putting together an intercultural, professional team
- attending training sessions specifically related to inclusive participation approaches¹⁴⁹

Furthermore, there are numerous other courses of action in addition to interculturally inclusive participation projects (standard instruments). To empower residents to participate, their participation skills should be strengthened through positive experiences. Project and topic-related formats, for example, intercultural planning workshops, are particularly suitable for this. In the case of particularly central projects, target group-specific participation is also possible. This incorporates the interests and needs of specific groups through its own participation programmes (e.g., focus group discussions). Another option is to establish advisory councils for neighbourhoods or quarters as a central instrument of public participation. For this to happen, the framework conditions for committee work, regardless of the committee's organisational and staffing structures, must be designed so that they take all residents of the neighbourhood into account. Additionally, it can also help to look for other groups and stakeholders in the neighbourhood who actively engage in intercultural work and are well accepted by the migrant associations and groups as cooperation partners.

¹⁴⁸ Cf. State Capital Dresden. Town Planning Office: Preliminary work dated 27 January 2021.

¹⁴⁹ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Handout Public Participation Processes and Fair Participation of People with Migration Background dated 25 June 2020.

Especially at the neighbourhood level, the goal must be to develop a local, inclusive participation culture.¹⁵⁰ This requires a holistic strategy that ranges from addressing residents, developing needs-oriented services that promote participation, establishing local networks to establishing participation in committees, planning and projects. It should invite people to bring in their individual skills and resources and see the diversity of participants as an opportunity.

As part of the "Social City" urban development promotion programme, a neighbourhood management was established in each of the four neighbourhoods, which in recent years has increasingly involved neighbourhood networks and voluntary refugee aid initiatives, as well as migrant associations and individuals in its work.¹⁵¹ The "Youth Migration Service of the Neighbourhood" of Caritasverband für Dresden e. V. also contributes to the strengthening of coexistence in the neighbourhoods of Prohlis and Am Koitschgraben. This programme, which was established in 2018 with financial support from the federal government, is currently funded until the end of 2021. The aim is that projects should be designed by, with and for the residents of the neighbourhoods. This would promote better coexistence in the neighbourhoods. The spheres of activity are diverse and include, among others, support for participation-oriented projects, culture, sports, environment and mobility, housing and living environment, as well as intercultural inclusiveness. Although the programme is particularly intended for young people, people over 27 years also benefited from it.

Challenges for the coming years will be to

- counteract increasing social segregation by implementing urban planning control measures and instruments of urban housing policy (e.g., implementation of the goals of the housing concept),
- instigate an analysis of the factors that have accelerated the increasing segregation in Dresden,
- find low-threshold solutions to ensure that people who are not entitled to benefits and who do not have any means of earned income can receive the primary care they need to maintain their human dignity (including accommodation and medical care),
- promote the intercultural orientation and inclusiveness in the Town Planning Office (e.g., further training in the topic, multilingualism of the services offered, increasing employee diversity), and
- increase the participation of people with a migration background in participation processes and participation formats (e.g., designing low-threshold and multilingual programmes, addressing different target groups directly, establishing new formats of public participation, involving local stakeholders and migrant associations, attending corresponding training sessions).

Counteracting discrimination in the housing market

A legal opinion published by the "Federal Anti-Discrimination Agency" at the start of 2020 showed that, in the Federal Republic of Germany, people are exposed to discrimination on racist grounds, because they belong to an ethnic group or because they come from another country. Overall, 35 percent of the surveyed people with a migration background who had looked for housing in the last ten years said they had had similar experiences.¹⁵² At the same time, the survey showed that very few incidents were reported.¹⁵³

Antidiskriminierungsbüro Sachsen e. V. had already published the brochure "Racist discrimination in the Saxon housing market" in 2017. In order to identify the suspected discrimination, 40 randomly selected property managers, landlords and cooperatives were observed during viewing appointments. Discriminatory behaviour was seen in more than half of the observed housing agencies, i.e., explicit discriminatory comments were made towards a refugee or his/her companion.¹⁵⁴

Antidiskriminierungsbüro Sachsen e. V. has been active since 2004 and initially operated from Leipzig. It supports victims of palpable discrimination due to racist or ethnic attributions, gender, sexual identity, impairment, age, reli-

¹⁵⁰ Cf. Federal Institute for Research on Building, Urban Affairs and Spatial Development Shaping the future in neighbourhoods. Improving participation for immigrants. Bonn 2017, p. 7 f., 33.

¹⁵¹ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: report on the implementation of the concept for the integration of people with an immigration background 2015 to 2020, reporting period 2017 to 2020. Dresden 2020, pp. 17, 19, 49.

¹⁵² Cf. Federal Anti-Discrimination Agency: Racist discrimination in the Housing Office. Berlin 2020, p. 6.

¹⁵³ Cf. *ibid.* p. 11 f.

¹⁵⁴ Cf. Antidiskriminierungsbüro Sachsen e. V.: Racist discrimination in the Saxon housing market. Leipzig 2017, p. 17.

gion or ideology. In its work, it refers to Paragraph 19 of the General Act on Equal Treatment (AGG), which prohibits discrimination against and exclusion of tenants on the basis of racist attributions. Housing is a very important topic for the advisory service of Antidiskriminierungsbüro Sachsen e. V. Of a total of 505 cases handled (out of 3,535 contacts made with the advisory service) between 2017 and 2019, it was seen that after the job market, discrimination was most rampant in the housing market (also see sphere of activity "Social and societal integration, self-organisation and political participation").¹⁵⁵ The discrimination came from housing companies, cooperatives and private landlords alike, which is why it must be assumed that discrimination is anchored in the structure of the housing market.¹⁵⁶

With a cabinet decision dated 24 January 2017, the Free State of Saxony adopted the "Strategy for Protection against Discrimination and Promotion of Diversity", which aimed, for example, to expand anti-discrimination counselling. Consequently, it was possible to open a branch office of Antidiskriminierungsbüro Sachsen e. V. in Dresden at the start of 2020. Counselling work in Dresden has also shown that after the job market, people with a migration background most frequently experience discrimination in the housing market (also see sphere of activity "Work, economy, vocational training and studies").¹⁵⁷

Challenges for the coming years will be to

- systematically eliminate existing discrimination in the Dresden housing market (e.g., through networking and regular cooperation of the local anti-discrimination office with the city administration and the City Council),
- stimulate and support the intercultural orientation and inclusiveness of Dresden's building societies and housing associations,
- educate victims of discrimination, especially new immigrants, about their (legal) options for action (e.g., through low-threshold and multilingual information material), and to promote networking among the different services, and
- raise awareness about this problem among the stakeholders of the housing market, including housing cooperatives and real estate companies (e.g., by providing information material).

¹⁵⁵ Cf. Antidiskriminierungsbüro Sachsen e. V.: Preliminary work dated 03 December 2020.

¹⁵⁶ Cf. *ibid.*

¹⁵⁷ Cf. *ibid.*

Early childhood education

The "Integration Concept 2015-2020" defined the following as medium-term goal for the sphere of activity "Early childhood education" in Dresden:

*"By 2020, Dresden will further develop the framework conditions for equal access and educational success of children and young people with a migration background."*¹⁵⁸

This led to the following short-term goals for the work of the city administration:

- "Dresden provides needs-based services to promote the educational success of children and young people with a migration background."
- "The multilingualism of children and young people with a migration background is recognised as a resource and is promoted in everyday pedagogical life."¹⁵⁹

In this sphere of activity, the city administration has the task of providing all children with equal early childhood education opportunities and creating framework conditions that allow children to develop into independent and socially competent personalities, taking into account their individual and social circumstances.

Taking advantage of early childhood education opportunities

The "Basic understanding of inclusive child day care", which was agreed upon across all providers in 2018, describes an overall objective for all child day care services in Dresden: "Equal participation (...) and involvement opportunities should be designed so that they are oriented towards the fundamental rights of children, their individual child needs and interests, as well as their resources and competencies with which they explore and appropriate their living environments. To this end, every child should be provided with equal opportunities in the choice of, access to, active use of and contribution in all educational and developmental opportunities."¹⁶⁰

Child day care is of particular importance based on the understanding of early childhood education, which takes place in the context of holistic interaction. Day care centres and family day cares are places that enable integrative early childhood education. They thus offer an environment beyond the family setting, which is of fundamental importance, especially for developing and promoting linguistic competencies. Studies show that spending several years in a high-quality day care centre has a positive impact on children and, above all, helps children with a migration background learn the second language.^{161/162}

Furthermore, early participation in education promotes the child's social, emotional, physical and mental development, and also teaches orienting values and rules. Early education programmes are the institutional foundation stones for a child's later educational biography. Therefore, all children must have access to early childhood education regardless of their parents' income and residence title. The integration of parents is also more successful when children are cared for in a day care centre. They then have time to attend a language course or further

¹⁵⁸ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 85.

¹⁵⁹ Ibid.

¹⁶⁰ State Capital Dresden. Office for Child Day Care. Basic understanding of inclusive child day care in the state capital Dresden. Dresden 2018, p. 4.

¹⁶¹ Cf. for example: Becker, Birgit: Wer profitiert mehr vom Kindergarten? Die Wirkung der Kindergartenbesuchsdauer und Ausstattungsqualität auf die Entwicklung des deutschen Wortschatzes bei deutschen und türkischen Kindern. (Who benefits more from kindergarten? The effect of the duration of kindergarten attendance and quality of equipment on the development of German vocabulary in German and Turkish children.) In: Kölner Zeitschrift für Soziologie und Sozialpsychologie. Cologne 2020, p. 62; Jahreis, Samuel, Ertanir, Beyhan, Sachse, Steffi, Kratzmann, Jens: Sprachliche Interaktionen in Kindertageseinrichtungen mit hohem Anteil an mehrsprachigen Kindern. (Language interactions in day care centres with a high proportion of multilingual children.) In: Forschung Sprache 2/2018; Albers, Timm: Sprache und Interaktion im Kindergarten. Eine quantitativ-qualitative Analyse der sprachlichen und kommunikativen Kompetenzen von drei- bis sechsjährigen Kindern. (Language and interaction in kindergarten. A quantitative-qualitative analysis of the linguistic and communicative competencies of three to six-year-old children.) Bad Heilbrunn 2009.

¹⁶² Cf. Confederation of German Employers' Associations: Education creates the future. Better educational opportunities through early support. Position paper on early childhood education. Berlin 2006. https://www.schule-wirtschaft-thueringen.de/fileadmin/schulewirtschaft/redaktion/pdf/BDA_Positionspapier.pdf, available on 20 August 2020.

training or to be gainfully employed.¹⁶³ To this end, family members are in daily contact, where possible, with the educational staff of the facility (and with other parents), who can convey the principles of age-appropriate support and the parents' responsibility to ensure healthy development and preparation for successful schooling. The experience of the paediatric and adolescent medical service of the Public Health and Prevention Office shows that the relationship of trust between the (reference) educators of the facility and the parents is an essential resource for integration and participation - not just for the children, but also for the families. The earlier and more reliably the children visit the facilities, the easier and faster the educational staff and parents experience the mutual appreciation that is the basis for integration, quality of life for the entire family, and the healthy development of the children.¹⁶⁴

Nevertheless, for many children with a migration background, the educational biography does not always begin immediately after they complete the first year of life. There are many reasons why children are cared for at home longer and why they start attending a day care centre late. Among other things, the educational background of the parents plays a major role here, but so do their ideas about upbringing.¹⁶⁵ Parents of the first immigrant generation who have migrated at an older age are often unfamiliar with the early childhood services available in the Federal Republic of Germany and are therefore less likely to make use of them. The parents' perception about what is the "right" age for their children to be cared for outside their homes also depends on the social norms which the parents deem valid for themselves. Additionally, language barriers, for example, can impede access to child day care and thus result in less use of this facility.¹⁶⁶ Targeted work with parents can be an important building block in promoting early participation in education.

Participation in education has increased but there is still room for improvement

Since the 2008/09 school year, the number of children in pre-school day care centres and family day cares has increased from 21,831 to 32,633 in the 2019/20 school year, an increase of around 50 percent.¹⁶⁷ The highest increase was in the municipal day care centres (plus 53 percent, independent providers plus 49 percent, family day cares plus 28 percent).¹⁶⁸

The increase in the number of children in care in Dresden was also accompanied by a noticeable increase in children with a migration background, i.e., children with at least one parent of foreign origin. Figure 17 shows that the number of children with at least one parent of foreign origin in care in Dresden increased from 2,778 in 2014 to 4,665 in 2020. In other words, a total of 1,887 more children with a migration background were cared for in 2020 than in 2014.¹⁶⁹ Overall, the proportion of children with a migration background among all children cared for in pre-school day care centres was thus around 16 percent in 2020. In 2014, this proportion was still 10.3 percent. This means that in Dresden, proportionately more of the children in care in a day care centre before starting school have a migration background than in the Free State of Saxony, where this proportion was only around ten percent.¹⁷⁰

¹⁶³ Cf. Gambaro, Ludovica; Neidhöfer, Guido; Spieß, Katharina C.: Kita-Besuch von Kindern aus nach Deutschland geflüchteten Familien verbessert Integration ihrer Mütter. (Day care attendance by children from refugee families improves the integration of their mothers.) Berlin 2019. https://www.diw.de/documents/publikationen/73/diw_01.c.694625.de/19-44.pdf, available on 19 May 2020.

¹⁶⁴ State Capital Dresden. Public Health and Prevention Office. Early involvement. Preliminary work dated 19 June 2021.

¹⁶⁵ Cf. Nieder, Christina; Kärtner, Joscha: Erfolgreiche Erziehung und Entwicklung aus den Augen geflüchteter Familien in Deutschland. Ergebnisse einer Interviewstudie. (Successful education and development through the eyes of refugee families in Germany. Results of an interview study.) Münster 2019. In Genkova, Petia; Riecken, Andrea (Ed.): Handbuch Migration und Erfolg. Psychologische und sozialwissenschaftliche Aspekte. (Handbook on migration and success. Psychological and socio-scientific aspects.)

¹⁶⁶ Cf. Deutsches Jugendinstitut e. V. (DJI) (Ed.): DJI Children and youth migration report 2020. Data analysis of the situation of young people in Germany. p. 56 ff. https://www.dji.de/fileadmin/user_upload/dasdji/news/2020/DJI_Migrationsreport_2020.pdf, available on 8 June 2020.

¹⁶⁷ Cf. State Capital Dresden. Office for Child Day Care; State Capital Dresden. Education Office: Preliminary work dated 07 April 2021.

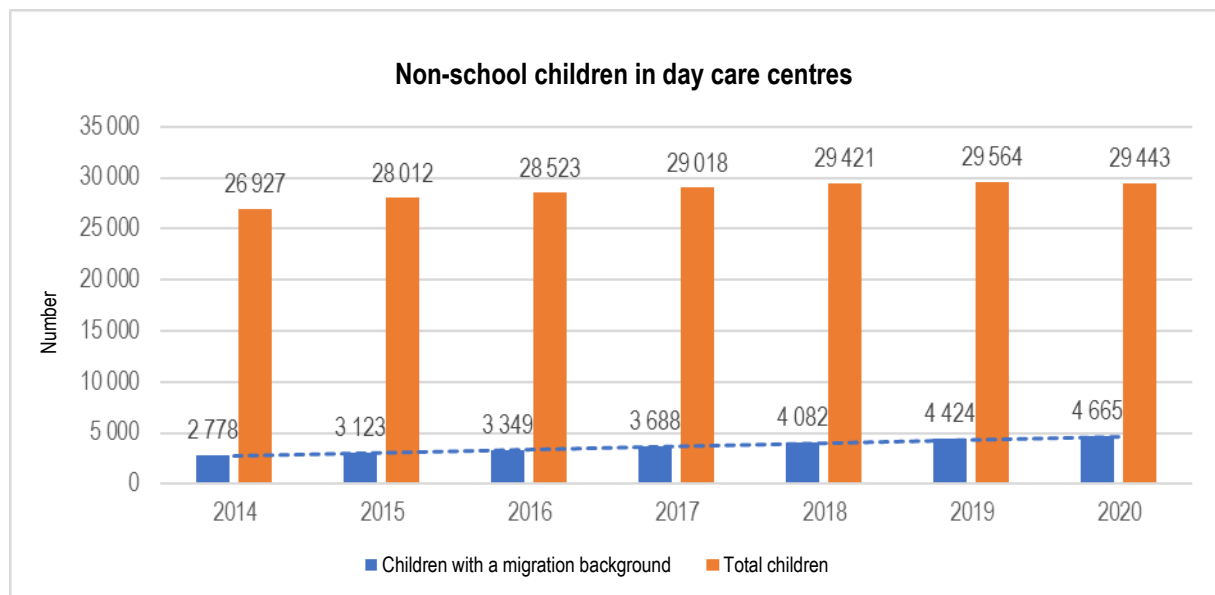
¹⁶⁸ Cf. *ibid.*

¹⁶⁹ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Child and youth welfare statistics: children in care with at least one parent of foreign origin in Dresden day care centres; State Capital Dresden. Education Office: Preliminary work dated 27 May 2020 and 04 February 2021.

¹⁷⁰ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Child and youth welfare statistics: children in care with at least one parent of foreign origin in Dresden day care centres; State Capital Dresden. Education Office: Preliminary work dated 19 February 2021.

Figure 17: Development of the total number of children in care and with at least one parent of foreign origin in day care centres (excluding after-school care) from 2014 to 2020 in Dresden

Source: Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Child and youth welfare statistics: Children with at least one parent of foreign origin in day care centres (excluding after-school care) in Dresden. State Capital Dresden. Municipal Statistics Office: Preliminary work dated 27 May 2020 and 04 February 2021, in-house presentation.



Considered separately by age group, the highest increase in preschool children with a migration background in care can be seen in children under three years. From 2014 to 2020, the number increased by 79 percent, and by 62 percent in the age group from three to under six years.¹⁷¹

The increase in the number of children in care is also reflected in the increased participation rate in education, i.e., in the proportion of children in a day care centre in relation to children of the corresponding age living in Dresden. For example, the overall participation rate of children under three years increased from 42 percent in 2014 to 46 percent in 2020. For the age group from three to under six years, the rate has been quite stable for years at slightly under 100 percent. However, there are still considerable differences between children with and without a migration background. While in 2020 approximately every second child under three years without a migration background attended a day care centre, this was the case for just under a third of children with a migration background. Of the children of age group three to under six years with a migration background, 80 percent attended a day care centre, while almost all children without a migration background of the same age attended a day care centre.¹⁷²

Child day care is already needs-based but can be optimised further

There is a well-developed child day care network in Dresden. Needs-oriented planning ensures legal entitlement to a childcare place in a day care centre or a family day care from the age of one. This means that a place can be offered to all parents at the desired start of childcare.¹⁷³ The legal mandate to provide all enquiring families a crèche and nursery place is thus fulfilled.¹⁷⁴ In individual cases, it may happen that sufficient childcare places cannot be offered at the desired place close to home or that siblings have to be accommodated in different facilities or, alternatively, there are longer waiting times for a place in the desired facility. However, proximity to home is of great importance for many immigrant families. This can result, for example, from a sometimes different mobility

¹⁷¹ Cf. *ibid.*

¹⁷² Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Child and youth welfare statistics: children in care with at least one parent of foreign origin in Dresden day care centres; State Capital Dresden. Education Office: Preliminary work dated 19 February 2021.

¹⁷³ Cf. State Capital Dresden. Office for Child Day Care: Registration and legal entitlement. <https://www.dresden.de/de/leben/kinder/tagesbetreuung/anmeldung/rechtsanspruch.php>, available on 12 June 2020.

¹⁷⁴ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2018. https://www.dresden.de/media/pdf/online-shop/statistikstelle/KBU_2018_Hauptaussagen.pdf, available on 12 June 2020.

behaviour, fear of orientation outside the immediate locality, still existing language barriers or other disadvantages, as well as from the additional burden of coping with several routes using local public transport. If these factors are not taken into account, they can lead to non-participation in a language course by parents, mostly by the women*, and thus to limited participation in social life (also see spheres of activity "Language acquisition and language promotion" and "Work, economy, vocational training and studies"). This frequently affects refugee families who are not yet integrated professionally, since self-employment or dependent employment or the start of an apprenticeship plays an important role in the current allocation procedure of the sometimes scarce childcare places in particularly busy neighbourhoods.

Although employment and education do not affect the granting of legal entitlement to a childcare place, they play a role when it comes to the possible urgency of using child day care. The form that currently needs to be submitted to prove urgency unfortunately does not explicitly include taking up a course of study, further vocational training according to SGB II, SGB III or a German language course in the list of reasons for urgency. Moreover, like the previous "e-Kita-Portal" for registration, the form is also available only in German. Although all these activities are recognised as reasons of urgency according to the information provided by the Office for Child Day Care Centres¹⁷⁵, there is a risk of misunderstandings. In the worst case, this can lead to parents foregoing an urgency application and delaying the start of studies, further education or a language course.

For those families whose wish for a childcare place close to home cannot be fulfilled at the desired time and who do not take up the alternatively offered places in other day care centres, the Office for Child Day Care has started a service to support children with a migration background outside of the regular child day care at three locations in Gorbitz, Johannstadt and Südvorstadt. Families remain registered on the waiting list for the childcare place of their choice. The above support offer is intended to provide children access to educational opportunities and social interactions. Although only ten places are offered per location, capacities are not fully utilised due to slightly lower demand and particularly due to the pandemic-related restrictions since March 2020.

The experiences of the paediatric and adolescent medical service of the Public Health and Prevention Office through statutory "day care examinations" show the importance of language role models in the peer group. Only with supportive, age-appropriate play partners can the acquisition of the second language, German, be achieved by playing together without additional staffing. Therefore, from the social-medical point of view of the paediatric and adolescent medical service, to ensure this promising key to integration, participation and educational equality, there is an upper limit to the ideal proportion of children with language development disorders or with German as a second language. Discussions with parents of those affected have shown that many parents would be willing to accept a longer route to the facility for better support. Several alternatives and the sometimes very relevant differences in the existing structures and conditions in the various facilities should be communicated openly and adequately during registration for a place in childcare. Since a change of facility is often difficult for children and parents for psychosocial reasons, it is important to identify parents who need advice on day care and educational facilities in Dresden upon initial registration, and to invite them to a consultation. It is the view of the paediatric and adolescent medical service that particularly parents with a migration background and existing insecurities cannot always adequately appreciate the positive influence that a needs-based daily visit to the facility has on their children's educational success. To this end, facility managers would have to be made responsible for recommending more suitable facilities for those for whom conditions are unfavourable, for example, for age-appropriate language training in everyday life, or for taking this into account when taking in new children.¹⁷⁶

In the opinion of working group 3 on the implementation of the integration concept, existing potentials in the area of family day care for immigrant families could be better exploited. Caregivers in family day care centres in Dresden are professionally independent and usually work together with one of the three consultation and placement centres run by independent providers. Together with these providers, the Office for Child Day Care can make this form of care better known to immigrant families, and provide more detailed information about it in multiple languages. For this purpose, for example, the multilingual information material provided by the Bundesverband für Kindertagespflege¹⁷⁷ can be used and supplemented with information specific to Dresden. The costs for translations can be

¹⁷⁵ Cf. State Capital Dresden: Office for Child Day Care: Preliminary work dated 29 March 2021.

¹⁷⁶ Cf. State Capital Dresden. Public Health and Prevention Office. Preliminary work dated 19 June 2021.

¹⁷⁷ Cf. Bundesverband für Kindertagespflege: Childcare for children from the age of one. Family day care. <https://www.bvkt.de/themen/kinder-mit-fluchthintergrund/informationen-fuer-eltern-in-verschiedenen-sprachen/>, available on 08 April 2021.

financed proportionately from the multilingual public relations fund (see also sphere of activity "Intercultural orientation and inclusiveness in the city administration"). In addition, more caregivers in family day cares should be sensitised to take in children from immigrant families. Appropriate advisory and continuing education services are needed in order to gain any knowledge that may be required and to talk about possible uncertainties. The counselling and placement centre of Malwina e. V., for example, has been offering such training for several years. It is also advisable to have a collegial exchange with caregivers in family day cares who already care for children from immigrant families.¹⁷⁸ A corresponding networking service should be established.

The responsible department in the Office for Child Day Care suggests first of all the use of surveys to determine the care needs of children under the age of three from immigrant families, and awareness of family day care services. The knowledge gained from this should determine the planning of further steps.¹⁷⁹

Intercultural work with parents as a necessity and a challenge

Parents must be actively involved in shaping the education and development processes of their children. Their educational and supportive competence in their role of important supporters should be strengthened. For many immigrant parents, working together with the professionals in the day care centres or family day cares is a great challenge. The classic services for working with parents, which they are usually not used to, are often not sufficient for them to develop stable and child-oriented educational partnerships. Thus, many mothers* and fathers* need further support services for a stable cooperative relationship.¹⁸⁰ Parents must therefore be involved in creating other low-threshold formats of intercultural work with parents and enter into educational partnerships.

Furthermore, scientific studies show that new models of working with parents and cooperation significantly increase the participation of immigrant parents.¹⁸¹ This can build a bridge between parents and the day care centre and thus make the work of pedagogical professionals more transparent and comprehensible for immigrants.¹⁸² As a result, immigrant parents can find better access to opportunities in childcare services for their children's education and development, and understand the necessity and purpose of accompanying parental work, which in turn can contribute to increasing participation in education from early childhood. Additionally, immigrant parents can acquire participation competence, i.e., a positive experience of participation, during regular exchanges about their child's development with pedagogical professionals.

In the experience of Dresden's family centres, the traditional early education opportunities offered by day care centres and family centres are rather designed for families of the majority society. More professional relationship building is required, several intermediate steps and some opportunities other than the existing ones (also see sphere of activity "Child and youth welfare").¹⁸³

A number of approaches for successful intercultural work with parents have already been implemented in Dresden. These can be expanded. Examples include open mother-child meets and other interculturally inclusive services in some family centres. They actively involve parents in shaping the education and development processes of their children. So that day care centres can work more intensively with parents, it is advisable to improve the cooperation between the centres in the neighbourhoods and family centres. In this way, intercultural work with parents can pave the way for and support a child's transition into a day care centre.¹⁸⁴

¹⁷⁸ Cf. State Capital Dresden. Youth Welfare Office: statement of WG 3 on the 1st draft analysis of the municipal spheres of activity. Preliminary work dated 07 April 2021.

¹⁷⁹ Cf. State Capital Dresden. Office for Child Day Care: Analysis of the Municipal Spheres of Activity. Preliminary work dated 01 June 2021.

¹⁸⁰ Cf. Schlösser, Elke: Zusammenarbeit mit Eltern – interkulturell. Informationen und Methoden zur Kooperation mit deutschen und zugewanderten Eltern in Kindergarten, Grundschule und Familienbildung. (Cooperation with parents – intercultural. Information and methods for cooperating with German and immigrant parents in kindergarten, primary school and family education.) Münster 2004; Morgan, Miriam: Erziehungspartnerschaft und Erziehungsdivergenzen. (Educational partnership and educational divergences) Cooperation between migrant parents and educators. Wiesbaden 2016, p. 135 ff.

¹⁸¹ Cf. Heinrich Böll Foundation: School and migration. 6th recommendation of the Education Commission of the Heinrich Böll Foundation. Berlin 2004, p. 20.

¹⁸² Cf. Free and Hanseatic City of Hamburg: Integration concept 2017. We in Hamburg! Participation, intercultural inclusiveness and cohesion. Hamburg 2017, p. 38 ff.

¹⁸³ Cf. Family Centres Dresden: Feedback on the analysis of the integration concept from the perspective of family centres. Preliminary work dated 12 March 2021.

¹⁸⁴ Cf. *ibid.*

One of the successes of intercultural work with parents in recent years has been the use of multilingual material such as communication picture cards (KommBi). The use of communication picture cards has now become an important instrument of working with parents, facilitating communication with immigrant families. Communication picture cards were developed together with pedagogical professionals from day care centres, the Office for Child Day Care and Education Coordination for New Immigrants (also see spheres of activity "Language acquisition and language promotion" and "School education").¹⁸⁵

Eigenbetrieb Kindertageseinrichtungen has concluded a cooperation agreement with the community interpretation service in order to facilitate needs-based cooperation with immigrant mothers* and fathers* for all day care centre providers in Dresden. This eliminates a primary access barrier and helps immigrant parents and children get access to the child day care system in Dresden.¹⁸⁶

Challenges for the coming years will be to

- better meet the need for childcare services close to home, in particular, to integrate children from refugee families as early as possible,
- evaluate the existing allocation procedure for childcare places in view of the possible effects, especially on refugee women*,
- further professionalise the intercultural work with parents and the competence of pedagogical professionals working in day care centres and to secure this as a quality of pedagogical work,
- further expand and financially secure the intercultural services in family centres and network them with day care centres in the neighbourhood (e.g., through regular joint work meetings),
- further qualify the topic of parental participation in the educational philosophies of day care centres and derive specific action principles from this (e.g., at parents' evenings, parents' cafés, celebrations in the facilities), and communicate and demonstrate an appreciation of cultural diversity,
- evaluate the methods and tools of intercultural work with parents, such as communication picture cards, and further develop them in a practice-oriented manner,
- sensitise day carers towards taking in children with a migration background, and
- make the "e-Kita-Portal" and the associated forms (e.g., on urgency) multilingual.

Changing challenges of pedagogical work due to immigration

Due to increased immigration, day care centres have taken in many refugee children in recent years. This increase makes it necessary to organise the entry of these children and their families in the German education system. This entry in the sense of equal participation and development opportunities is an enormous challenge for all involved.¹⁸⁷

In Dresden, all staffing ratio requirements of the Child Day Care Centres Act (SächsKitaG) are met. Although the number of children in full-time care per full-time pedagogical professional have fallen compared to 2016 – here the improved staffing of particularly burdened day care centres as part of the improved early childhood and school education strategy is probably already noticeable – in 2020, one full-time professional in crèches (children under three years of age) cared for 4.4 children in full-time care which is still more children than is recommended across Germany.¹⁸⁸ Here, if only direct pedagogical work (professional to child ratio) is taken into account, then – depending on the share of pedagogical work in the total working time – there are at least 5.9 children in care per full-time professional.¹⁸⁹ This has implications for the quality development and assurance of child day care, especially with regard to the diverse support needs of children. Interaction with children with a migration background, which is determined by their learning background, should be characterised by special attention and sensitivity, and designed taking into account differences and prejudices.

¹⁸⁵ Cf. State Capital Dresden. Education Office: KommBi. <https://www.dresden.de/de/leben/schulen/bildungsbuero/neuzugewanderte/kita/kommbi.php>, available on 19 June 2020.

¹⁸⁶ Cf. State Capital Dresden. Office for Child Day Care: Registration. <https://www.dresden.de/de/leben/kinder/tagesbetreuung/anmeldung/anmeldung-vermittlung.php>, available on 03 July 2020.

¹⁸⁷ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 66.

¹⁸⁸ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Child and youth welfare statistics: Children in care and pedagogical staff in day care centres in Dresden; State Capital Dresden. Education Office: Preliminary work dated 19 April 2021.

¹⁸⁹ Cf. *ibid.*

The proportion of children with a migration background in day care centres varies greatly. Some centres have very high proportions, while others hardly have any children with a migration background. However, it must be noted that the proportion of migrants alone does not necessarily represent a special pedagogical challenge. For example, there are centres with a high proportion of children with a migration background, whose parents work in scientific institutions and whose socio-economic status enables good starting conditions for the children.¹⁹⁰ The real pedagogical challenge and integration effort arise from the fact that many families live in socio-economically burdened circumstances in neighbourhoods that already have high social segregation. This also affects many immigrant families. In addition to the existing challenge of coping with growing social segregation, the care facilities in these neighbourhoods are also confronted to a significant degree with the social mandate of integration (see also sphere of activity "Housing").¹⁹¹

Growing up in socio-economically stressful situations not only entails constant confrontation with material challenges for children, but also possible impairment of their social, cultural and health development. This has negative impacts on the educational participation and opportunities of the children concerned.¹⁹² In the case of children with a migration background too, the reasons for inequalities in opportunities compared to peers without a migration background largely lie in social origin. The same mechanisms are at work in the case of origin-specific educational success.¹⁹³

The various complex issues and challenges and the associated uncertainties that pedagogical professionals have in shaping everyday life in day care centres are an expression of a reality of life that has changed and for which adequate answers and support services are needed. This requires acceptance and appreciation of diversity.¹⁹⁴

In this context, it is important to constantly remember that not all children with a migration background are the same. Their needs and requirements are very diverse. The four-year examinations and school entry examinations must be designed in a migration-sensitive manner. Children with a migration background may have special support needs, and the issue of gender-differentiated educational inequality also plays a role for children with a migration background. Discrimination-relevant aspects such as gender, ethnic and social origin, as well as an impairment or disability never exist on their own. It is rather the specific constellation or prospects that open up or impair the opportunities for participation. In future, when analysing integration conditions and the integration competence of the Dresden city administration, it will be necessary to look at the entire system and take an intersectional approach.

Systematic promotion of multilingualism, training of pedagogical staff

The number of non-school children with a migration background in care, who predominantly speak a language other than German in the family, rose continuously and amounted to exactly 2,862 children in 2019. One year later, there were already 3,116 such children.¹⁹⁵ Thus, about two-thirds of children with a migration background, who are cared for in day care centres before they start school, predominantly speak a language other than German at home. Over time, this share has shown a significant increase from 53 percent in 2014 to 67 percent in 2020 (Figure 19).¹⁹⁶

¹⁹⁰ Here, it should be pointed out once again that a migration background alone does not constitute a disadvantage and that a high proportion of children with a migration background in a day care centre is therefore no reason to assume an accumulation of certain problems or to counter these assumed problems by occasionally discussing upper limits for children with a migration background in day care centres. At second glance, problems often associated with a migration background have a completely different origin. They are often caused by social exclusion, experiences of discrimination, lack of access to education and work, as well as by trauma, separation, insecurity, access barriers, lack of intercultural inclusiveness and insufficient intercultural competence on the part of the host society and staff.

¹⁹¹ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 66.

¹⁹² Cf. *ibid.*, p. 151.

¹⁹³ Cf. *ibid.*, p. 69.

¹⁹⁴ Cf. State Capital Dresden. Office for Child Day Care: Concept for promoting multilingualism in child day care in an intercultural context. Dresden 2017, p. 5.

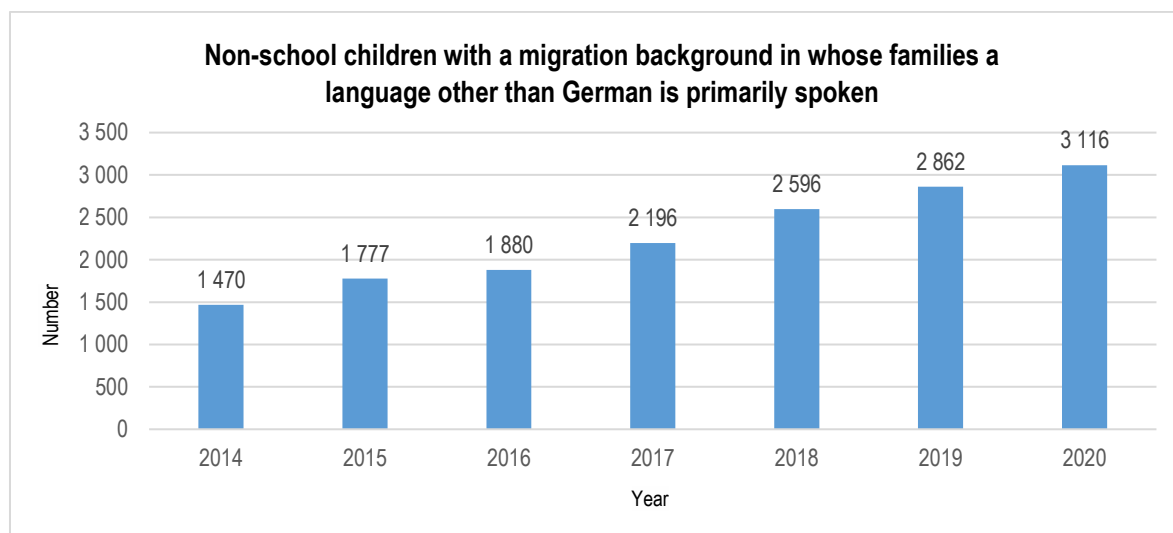
¹⁹⁵ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Child and youth welfare statistics: Children with at least one parent of foreign origin, in whose families a language other than German is predominantly spoken, in day care centres (excluding after-school care) in Dresden; State Capital Dresden. Education Office: Preliminary work dated 12 April 2021.

¹⁹⁶ Cf. *ibid.*

Both the Council of Europe and the European Union strongly support multilingualism. The "promotion and appreciation of multilingualism, continuous language development in all areas of education, enforcement of legal entitlement to the promotion of languages of origin or family languages" are mentioned as goals on the website of the Bundesausschuss Migration, Diversity, Antidiskriminierung (Federal Committee on Migration, Diversity and Anti-discrimination).¹⁹⁷

Figure 19: Development of the number of children, in whose families a language other than German is predominantly spoken, in day care centres (excluding after-school care) in Dresden between 2014 and 2020

Source: Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Child and youth welfare statistics: Children with at least one parent of foreign origin, in whose families a language other than German is predominantly spoken, in day care centres (excluding after-school care) in Dresden; State Capital Dresden: Municipal Statistics Office; State Capital Dresden. Education Office: Preliminary work dated 12 April 2021, in-house presentation.



Although most professionals see multilingualism predominantly as a positive resource, it takes special efforts to properly integrate the different languages spoken by children into everyday pedagogical work. The challenge for monolingual professionals in multilingual groups is often that they are required to provide age-appropriate language support to all children, but competencies for this can only be developed gradually. In the past, the curricula for training or studies in pedagogical professions have not handled the topics of multilingualism and pedagogy under the conditions of a migration society to the extent necessary. Professionals without additional qualifications in this field therefore usually do not yet have the required comprehensive knowledge. It is therefore essential that training opportunities are made available and used for this cross-cutting issue.¹⁹⁸

The "Concept for promoting multilingualism in child day care in an intercultural context" had already been developed in Dresden in January 2017. It was developed by working group 2 on the implementation of the integration concept, consisting of professionals from the fields of early childhood education and integration work. The aim of the concept is to open up equal participation and development opportunities for girls* and boys* regardless of their origin and linguistic background. This requires that more importance be attached to promoting multilingualism and that the prerequisites and needs of participants, that result from a migration context, be incorporated into the existing concepts of day care centres.¹⁹⁹

The "Concept for promoting multilingualism in child day care in an intercultural context" was evaluated in 2018/19. The aim of the evaluation was to map the current state of awareness about the concept and how it is used, and to

¹⁹⁷ Cf. Bundesausschuss Migration, Diversity, Antidiskriminierung: Goals. <https://www.gew.de/bama/unsere-ziele/>, available on 06th July 2020.

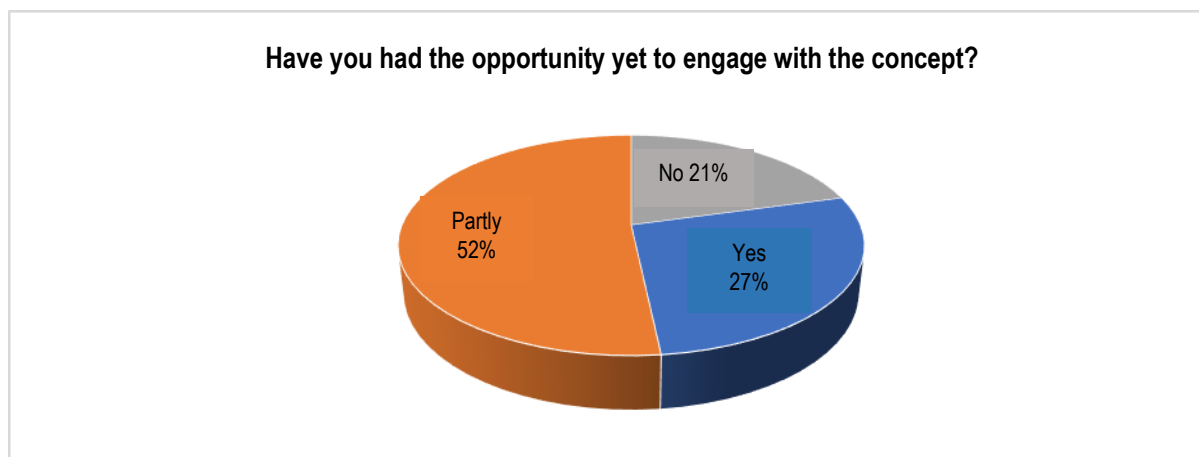
¹⁹⁸ Cf. State Capital Dresden. Office for Child Day Care: Concept for promoting multilingualism in child day care in an intercultural context. Dresden 2017, p. 8.

¹⁹⁹ Cf. *ibid.* p. 6 f.

promote discussions on the topic. It was carried out on the basis of a survey of 103 centres in total, of which 56 day care centres and five after-school care centres (59 percent) responded to the survey.²⁰⁰ In the survey, 44.3 percent of the responding centres stated that they were aware of the existence of the concept, while 55.7 percent were not.²⁰¹ Of the centres that were already aware of the concept, 27.6 percent said that they had already been able to familiarise themselves with it. 20.7 percent of the centres had not been able to do this so far.²⁰²

Figure 19: Responses to "Have you had the opportunity to familiarise yourself with the concept so far?" as part of the evaluation of the concept for promoting multilingualism in child day care in an intercultural context 2019 (in percent)

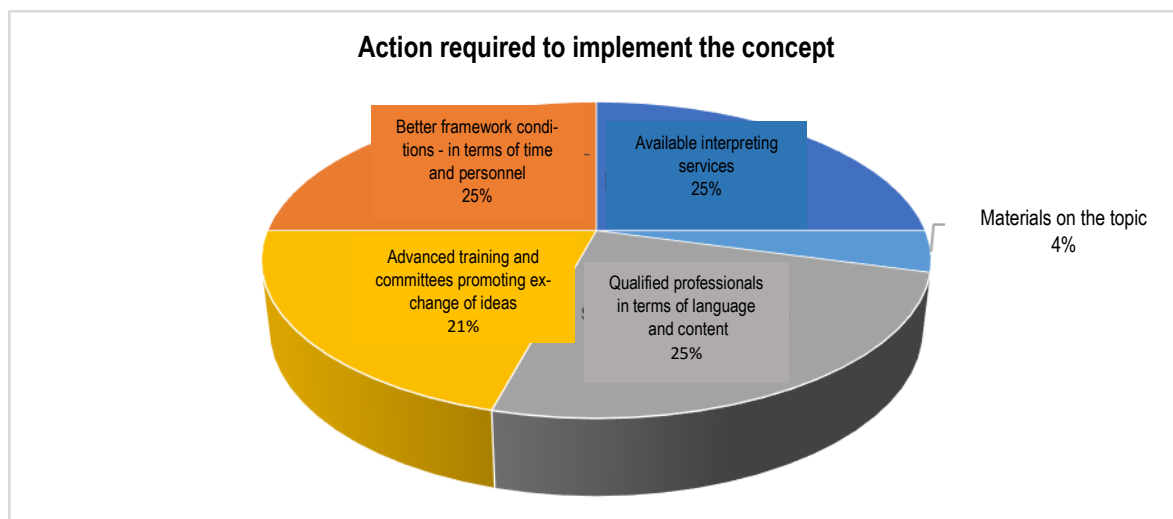
Source: Cf. State Capital Dresden. Office for Child Day Care: Evaluation of the concept for promoting multilingualism in child day care in an intercultural context, 2019. Slide 8, own presentation.



For the concept to become better known and for a practice-relevant discussion and professional application, pedagogical professionals themselves must be given support. Possible examples mentioned in the survey included special training on interculturality, support from "language teaching professionals" and the practical implementation of the concept.²⁰³ At the same time, a quarter of the respondents expressed a clear desire for better time and personnel conditions to be able to deal with the concept in depth.²⁰⁴

Figure 20: Responses to "Needs for action to implement the concept" as part of the evaluation of the concept for promoting multilingualism in child day care in an intercultural context 2019 (in percent)

Source: Cf. State Capital Dresden. Office for Child Day Care: Evaluation of the concept for promoting multilingualism in child day care in an intercultural context, 2019. Slide 16, own presentation.



²⁰⁰ Cf. State Capital Dresden. Office for Child Day Care: Evaluation of the concept for promoting multilingualism in child day care in an intercultural context, 2019. Slide 5.

²⁰¹ Cf. *ibid.*, slide 6.

²⁰² Cf. *ibid.*, slide 8.

²⁰³ Cf. *ibid.*, slides 13, 14.

²⁰⁴ Cf. *ibid.*, slides 13, 15.

Although the "Update on the sectoral plan for child day care centres and family day care for the school year 2020/2021" attached great importance to the professionalisation and intercultural sensitisation of professionals, multilingualism needs to be incorporated and taken into account more strongly in everyday pedagogical work and in future sectoral planning.

The federal programme "Sprach-Kitas: Weil Sprache der Schlüssel zur Welt ist" (Language-Day-Care: Because language is the key to the world) will be continued until the end of 2022 beyond the first funding period. In Dresden, 46 municipal and independent day care centres benefit from this programme. It provides opportunities for qualified language support especially for children with a migration background.²⁰⁵

Challenges for the coming years will be to

- establish needs-based further training programmes on multilingualism and interculturality for pedagogical professionals in order to increase their confidence and competence and to encourage the inclusion of these topics in the educator training curricula in the Free State of Saxony,
- further promote a qualified approach to multilingualism in everyday pedagogical work,
- provide equal education opportunities especially for girls* and boys* with German as a second or third language, and
- establish principles in parental work (e.g., importance of acquiring the mother tongue, responsibility of the parents for this, avoidance of "mixed languages" or a third language before German is acquired, importance of the language for successful schooling, responsibility of the parents for this, by ensuring early, regular attendance at a day care facility),
- anchor the topic of multilingualism in the concepts of day care centres or establish the existing concept for promoting multilingualism as an accompanying instrument across Germany and derive concrete approaches for action from this.

Municipal education strategy led to improvement of framework conditions

Child day care services are being qualitatively developed in Dresden for years. One of the priorities here is the elimination of educational barriers in neighbourhoods with increased social stress.²⁰⁶ Therefore, with the concept for "Further development of the early childhood and school education strategy of the State Capital Dresden", which was adopted by the City Council on 14 February 2019, staffing was improved in 13 day care centres from the beginning of the school year 2019/20 until the update of the Dresden action programme "Growing up in social responsibility" in 2021 by doubling the target staffing ratio during core childcare hours. In addition, an increase in material costs of 150 euros per child per year was introduced in these day care centres at the start of 2019. These measures improve access to more equitable opportunities for participation in cultural education as well as in programmes that promote movement and language.²⁰⁷

In addition, human resources could and can be made available within the framework of the ESF programme "Strengthening Children". This programme focusses on supporting children suffering from learning and life difficulties such as social or developmental disadvantages.

Furthermore, "WillkommensKITAS" were established in Dresden as part of the German Children and Youth Foundation's (Deutsche Kinder- und Jugendstiftung) programme of the same name. During the model phase, three Dresden centres participated in the programme, two of which were municipal centres and one was an independent centre. In the subsequent transfer phase since 2018, the programme has 21 municipal centres (eleven of which are day care centres and ten are after-school care centres) and six more independent centres in Dresden as participants. In the "WillkommensKITAs" programme, these 27 day care and after-school care centres are currently being supported in the integration of children and families with a migration background among other things through coaching, further training and exchanges in the support network. The programme takes cultural diversity

²⁰⁵ Cf. Federal Ministry for Family Affairs, Senior Citizens, Women and Youth: Federal programme Language-Day-Care: Because language is the key to the world. Berlin 2017. <https://www.bmfsfj.de/resource/blob/93440/9921adea67d42d7c4eb97fda8d0fdc26/bundesprogramm-sprach-kitas-weil-sprache-der-schlüssel-zur-welt-ist-broschuere-data.pdf>, available on 26 March 2021.

²⁰⁶ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 124.

²⁰⁷ Cf. State Capital Dresden. Execution of the resolution: Further development of the early childhood and school education strategy of the State Capital Dresden. V2182/18. SR/061/2019.

in day care centres as an opportunity to initiate quality development processes in the local teams and to sensitise pedagogical professionals towards prejudice-conscious pedagogy among other things.²⁰⁸

From the summer of 2018 to the end of 2020, the federal programme "Kita-Einstieg: Brücken bauen in frühe Bildung" (Day-Care-Enrolment: Building bridges to early education) made it possible to fund one coordination and networking position and four part-time specialist positions in the so-called "bridge day care centres". The aim of this federal programme was, among other things, to make it possible for children with a migration background and their parents to experience child day care services before they enter mainstream care. Informative and pedagogical programmes are intended to raise awareness of early childhood education and enable successful access to child day care. During the project period, for example, information events were held in day care centres with language mediators, a parents' café was set up in one centre, regular parent-child meets were held, there was participation in events in the social space, distribution of information material and active addressing of the target group (go-structure) as well as accompanying immigrants to events of other partners in the social space. Some services were also developed in cooperation with stakeholders from the social space; for example, a specialist working with the programme held regular counselling sessions in the premises of a family club, and another specialist worked with a women's club as part of an open service offered by the child and youth welfare services. The findings so far clearly highlight that the lack of language skills is still a major access barrier, which can be reduced through the use of language mediators and multilingual information material about the day care system (including directions). The findings also show the necessity for further qualification and sensitisation of pedagogical professionals towards immigrant children and families. So that these findings are taken into account, the experiences in the initiation and implementation of the service formats, which have proven to be useful and suitable in terms of the objectives of the federal programme, were processed in such a way that they are available to providers and/or day care centres.²⁰⁹

The "Network for Early Prevention, Socialisation and Family" (KiNET) has the task of improving the conditions for healthy raising of children in risky development contexts. This task is accomplished because employees from day care centres, primary schools, employees from the fields of family education, open child and youth welfare, from the General Social Services (ASD), the child and youth health services, from counselling centres for children, youth and families and from migration counselling/migration social work in the neighbourhoods of Gorbitz and Prohlis network, develop joint communication and cooperation structures and work together in a community of responsibility.

Challenges for the coming years will be to

- further professionalise and shape the qualitative development of child day care with regard to equal opportunities for participation in education and development for all children,
- establish and promote child day care as a valuable and stable resource for the integration not only of children, but also of parents and families,
- continue to develop low-threshold, multilingual information on the child day care and school system that meet the needs of the stakeholders and the target group, with a special focus on the transition from kindergarten to primary school and
- strengthen the professional cooperation of specialists and ensure the transfer of knowledge of the various participation-oriented projects and programmes in order to further develop the quality of child day care throughout the city and
- make greater use of the expertise of the paediatric and adolescent medical service by informing parents with a migration background about the "day care examinations" and increase participation in them.

Further promoting intercultural orientation and inclusiveness as an ongoing challenge

With a view to securing skilled labour and the existing potential of skilled labour for the implementation of educational and care tasks, the topic of immigration also plays a major role in child day care. The conditions in which children grow have changed significantly. They are characterised by diverse, individual ways of life and family forms and by cultural and linguistic diversity. Ensuring educational and participation opportunities in the differenti-

²⁰⁸ Cf. Gemeinnützige Deutsche Kinder- und Jugendstiftung GmbH: Willkommens KITAS: Self-presentation. <https://willkommenskitas.de/>, available on 26 March 2021.

²⁰⁹ Cf. State Capital Dresden. Office for Child Day Care. Statement of WG 2 on the Analysis of the Municipal Spheres of Activity. 1st Draft. Preliminary work dated 30 March 2021.

ated starting situations of children is a great challenge for public educational institutions. Only the broad and differentiated expertise of each member of the specialist pedagogical team, with and without a migration background, can enable such holistic and demanding educational work.²¹⁰

Migrants make an important contribution to early childhood education through their work in day care centres. Although immigrant pedagogical professionals mostly have an academic degree, they are under-represented in this field of work throughout Germany. Reasons for this are, for example, that their educational qualifications are not recognised or that the procedure for recognition is too complicated and too lengthy.²¹¹

On 12 August 2019, the Saxon State Ministry of Education included a supplementary option for securing skilled labour in the Saxon Qualification and Further Training Ordinance for Pedagogical Specialists (SächsQualiVO) as part of the implementation of the operating license procedure by the State Youth Welfare Office. It was scheduled to end on 31 July 2020 and it enabled, among other things, those people to work in day care centres, who have a teacher's qualification acquired abroad and can prove adequate German language skills (B2) as well as have suitable previous education and experience. The aim was to recruit additional staff to meet the legally regulated staffing ratios. Within the first year of employment, the provider of the centre should enable these persons to participate in further training of 160 hours (legal bases and Saxon educational plan).²¹² "The background was the 'acute shortage of skilled workers' that was brought to the attention of the ministry from the parliamentary sphere."²¹³ In consultation with the State Youth Welfare Office, a solution was worked out at short notice. The technical requirements for pedagogical professionals were explored to the extent possible. The procedure itself stipulated that for each individual recruitment, an application had to be submitted to the State Youth Welfare Office as is usually the case. Qualifications would then be reviewed and, if necessary, approved (possibly with conditions). This would then be the basis for recruitment. Unfortunately, this solution was not adopted to a significant extent throughout the Free State of Saxony.²¹⁴ Moreover, during the entire validity period of the regulation, there was no further information for day care centre providers as to which foreign qualifications had a good chance of being recognised by the State Youth Welfare Office. Plus, there were no in-depth criteria and this resulted in uncertainty among many providers. They were repeatedly referred to the review by the State Youth Welfare Office.²¹⁵

It is therefore advisable to carry out an in-depth analysis of the causes, to identify and reduce any access barriers that may exist, and to develop strategies for informing pedagogical professionals with a foreign qualification. The Ministry of Education considers this the responsibility of local public child and youth welfare organisations.²¹⁶ However, the Ministry of Education, in cooperation with the State Youth Welfare Office and in discussions with day care centre providers, should itself critically reflect on the structural causes that lie in the procedure and its execution.

At the same time, in recent years, foreign pedagogical professionals, who either had a foreign pedagogical qualification or were aiming to obtain an academic pedagogical degree or a pedagogical occupation with the professional goal of working in "day care centres" regularly sought counselling at the "IBAS Dresden" advisory centre. Thus, each year between 40 and 50 people living in Dresden and the immediate vicinity were advised in this occupational area by "IBAS Dresden". Since 2015, this number has gone up to a total of over 270 people (Figure 21).²¹⁷

²¹⁰ Cf. State Capital Dresden. Office for Child Day Care: Update on the sectoral plan for child day care centres and family day care for the planning period 2019/20. Dresden 2019, p. 70.

²¹¹ Cf. Deutsches Jugendinstitut e. V. Weiterbildungsinitiative Frühpädagogische Fachkräfte: Fachkräftebarometer Frühe Bildung 2019 (Professional development initiative for early education professionals: Barometer for early education professionals 2019). Munich 2019, p. 106 ff. https://www.fachkraeftebarometer.de/fileadmin/Redaktion/Publikation_FKB2019/Fachkraeftebarometer_Fruehe_Bildung_2019_web.pdf, available on 03 May 2020.

²¹² Cf. Free State of Saxony: State Ministry of Education: Letter to the State Youth Welfare Office on the implementation of the SächsQualiVO as part of the operating license procedure for child day care centres, dated 12 August 2019.

²¹³ Free State of Saxony. Saxon State Ministry of Education: Preliminary work dated 26 January 2021.

²¹⁴ Cf. *ibid.*

²¹⁵ Cf. State Capital Dresden. Office for Child Day Care: Preliminary work dated 26 November 2019.

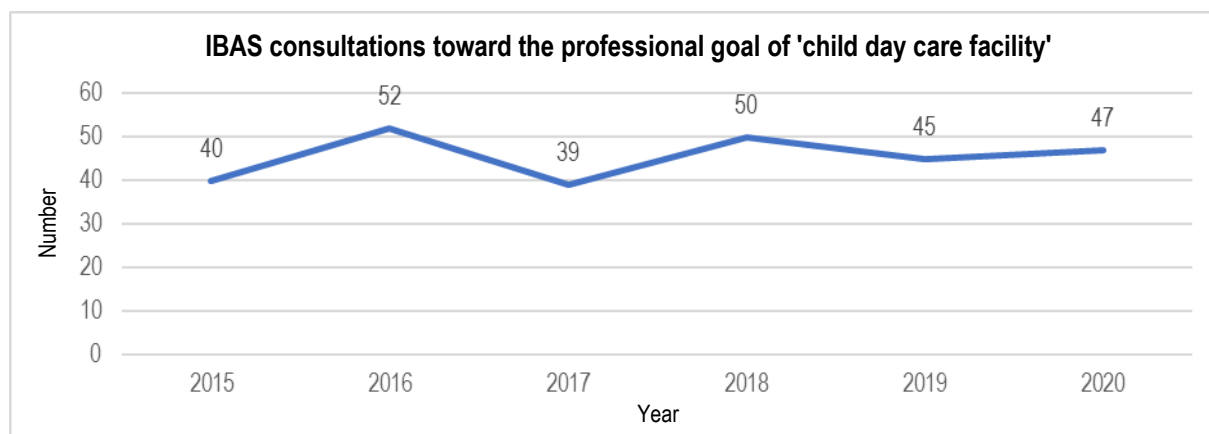
²¹⁶ Cf. Free State of Saxony: State Ministry of Education: Letter to the State Youth Welfare Office on the implementation of the SächsQualiVO as part of the operating license procedure for child day care centres, dated 12 August 2019.

²¹⁷ Cf. IQ Network Saxony. Advisory Centre IBAS: Preliminary work dated 24 March 2021.

The social dilemma is that there are pedagogical professionals who want to work in the field, but lack the necessary recognised qualifications. This points to various kinds of structural access barriers and shows the need to look more consistently and innovatively than before for ways to enable pedagogical professionals with a foreign vocational qualification to enter the field of child day care (e.g., through concepts for lateral entry, for post-qualification or through targeted advertising for training as an educator among young people with a migration background). This is the joint responsibility of legislative state authorities and public child day care providers.

Figure 21: Development of the number of counselling sessions at the IBAS advisory centre on the career goal "day care centres" from 2015 to 2020 in Dresden

Source: Cf. IQ Network Saxony. Advisory Centre IBAS: Preliminary work dated 24 March 2021, in-house presentation.



If implemented successfully, this can be a building block to counter the general shortage of skilled workers in the field of early childhood education. To this end, the Eigenbetrieb Kindertageseinrichtungen in Dresden has taken a number of steps since 2015 to increase the proportion of immigrants in day care centres. These include the use of cultural interpreters, cultural advisors, the employment of multilingual pedagogical staff with a migration background in addition to the staffing ratio, as well as the involvement of pedagogical professionals in projects and programmes.²¹⁸

Increasing the diversity of the staff not only ensures diverse perspectives in the pedagogical team, but at the same time forms an essential element of the "Strategic organisational development concept of the Dresden city administration" (also see sphere of activity "Intercultural orientation and inclusiveness in the city administration"), even if this does not apply directly to municipal centres (Eigenbetriebe). Eigenbetrieb Kindertageseinrichtungen nevertheless follows this concept.²¹⁹

There has been a slight upward trend in the proportion of employees of foreign nationality²²⁰ in Eigenbetrieb Kindertageseinrichtungen for the past few years. In 2017, approximately 1.2 percent (39 persons) of the 3,268 employees of the Eigenbetrieb had a foreign nationality. In 2019, the figure was about 2.3 percent (87 people) out of 3,818 employees.^{221/222} The proportion of pedagogical professionals of foreign nationality in municipal day care centres therefore does not yet reflect the diversity of the society in the city.²²³ In comparison to Eigenbetrieb Kindertageseinrichtungen, the proportion of employees with a migration background or foreign nationality in independent day care providers is as follows: 5.5 percent ²²⁴at TSA Bildung und Soziales gGmbH, 9.9 percent at

²¹⁸ Cf. State Capital Dresden. Office for Child Day Care: Preliminary work dated 14 December 2020.

²¹⁹ Cf. *ibid.*

²²⁰ The proportion of people in the city administration with an immigration background is not recorded due to legal regulations. As a workaround, only data on a foreign place of birth or a foreign nationality can be used. However, this represents only some of the people with an immigration background and may also include people who were born abroad but do not have an immigration background.

²²¹ Cf. State Capital Dresden. Office for Child Day Care: Preliminary work dated 13 May 2020.

²²² The Office for Child Day Care employed one person (1.6 percent) with a foreign place of birth in 2019. Cf. State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 08 April and 08 May 2020.

²²³ This is also true if one can only compare the proportion of foreign nationals living in Dresden as a whole with the proportion of employees with foreign nationality or foreign place of birth.

²²⁴ Cf. TSA Bildung und Soziales gGmbH: Preliminary work dated 09 July 2020.

Deutscher Kinderschutzbund OV Dresden e. V.²²⁵ and even 41.2 percent at the day care centre "Kleiner Globus" (Ausländerrat Dresden e. V.) according to information provided by them.²²⁶ It should be noted that this is an exemplary comparison, which can by no means be generalised, as only a small proportion of day care centres are independently run by the providers mentioned above.

However, the brief comparison shows the under-representation of foreign professionals or professionals with a migration background in child day care in general and also provides indications of further access barriers that may affect their employment in the Eigenbetrieb Kindertageseinrichtungen. Here, analogous to the implementation of the "Strategic organisational development concept of the city administration", an analysis of the causes and a plan of action should be developed (also see sphere of activity "Intercultural orientation and inclusiveness in the city administration") as to how under-represented groups of people can be specifically made interested in and retained for a job within the framework of the respective legal conditions.

Challenges for the coming years will be to

- promote further intercultural inclusiveness of Eigenbetrieb Kindertageseinrichtungen with its centres and of the Office for Child Day Care,
- further increase the proportion of multilingual professionals and the proportion of pedagogical professionals with a migration background in municipal day care centres and
- develop further lateral entry concepts within the framework of legal possibilities and to optimise the existing concepts to better integrate the existing pedagogical specialist potential with foreign professional qualifications into the pedagogical work of child day care.

²²⁵ Cf. Deutscher Kinderschutzbund OV Dresden e. V.: Preliminary work dated 09 July 2020.

²²⁶ Cf. Ausländerrat Dresden e. V.: Preliminary work dated 09 July 2020.

School education

The "Integration Concept 2015-2020" defined the following as medium-term goal for the sphere of activity "School education" in Dresden:

*"By 2020, Dresden will further develop the framework for equal access and the educational success of children and young people with a migration background."*²²⁷

The following short-term objectives were derived from this, to be actioned by the city administration:

*"Dresden provides needs-based services to promote the educational success of children and young people with a migration background."*²²⁸

In this sphere of activity, the city administration, as the maintenance body of schools, has the task of school organisation and school development. It thus has to take care of the management of school buildings as well as the school network planning. It is also responsible for ensuring that social work services in schools are maintained, expanded and improved. The city administration, alongside the competent state authorities, is also responsible for ensuring equal right of access to school for all children.

Proportion of pupils with a migration background in the total number of pupils has increased further

In the school year 2019/20, 8,054 children and young people with a migration background were studying at Dresden schools (14.5 percent of pupils).²²⁹ Since the 2014/15 school year, there has been an increase of 74 percent. The proportions are different for different school types. In the school year 2019/20, 16.5 percent of adolescents with a migration background were studying at middle/high schools,²³⁰ followed by primary schools (16.3 percent), special schools (12.8 percent) and grammar schools (11.5 percent). The proportion of pupils with a migration background is still higher in public schools than in private schools (Figure 22).²³¹ In a state-wide comparison, the proportion of pupils with a migration background in Dresden schools is proportionately higher than the Saxon average in all school types, with the exception of Freie Waldorfschulen (Waldorf schools).²³²

A gender-differentiated analysis shows only minor differences between pupils with and without a migration background in their attendance of schools providing general education. Both male* and female* pupils with and without a migration background show a balanced ratio in primary schools and grammar schools. The percentage of boys* is somewhat higher in middle/high schools (52.8 percent), but there are more girls* in Waldorf schools (56.7 percent). The only exception is the general-education special schools, where there is a high percentage of boys* (61.3 percent). These statements apply equally to pupils with and without a migration background; there are minor differences in the exact distribution only (Figure 23).

²²⁷ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 85.

²²⁸ Ibid.

²²⁹ For schools providing general education as well as vocational schools, the Statistical Office of the Free State of Saxony defines pupils with a migration background as those who grow up multilingually and who themselves or their parents (at least one parent) or grandparents immigrated to Germany. The current nationality or the current residence title are independent of this. Providing information on migration background is voluntary. Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 180.

²³⁰ Since the school year 2019/20, only "high schools" are shown as schools providing general education in the statistical reports of the Statistical Office of the Free State of Saxony.

²³¹ Cf. State Capital Dresden. Education Office: Preliminary work dated 07 October 2020.

²³² Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Schools providing general education in the Free State of Saxony. School year 2019/20. <https://www.statistik.sachsen.de/html/statistische-berichte.html>, available on 10 February 2021.

Figure 22: Development of the proportion of pupils with a migration background in the various types of schools providing general education in the school years 2014/15 and 2019/20 in Dresden (in percent)

Source: Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Official school statistics of schools providing general education. State Capital Dresden. Education Office: Preliminary work dated 07 October 2020, in-house presentation.

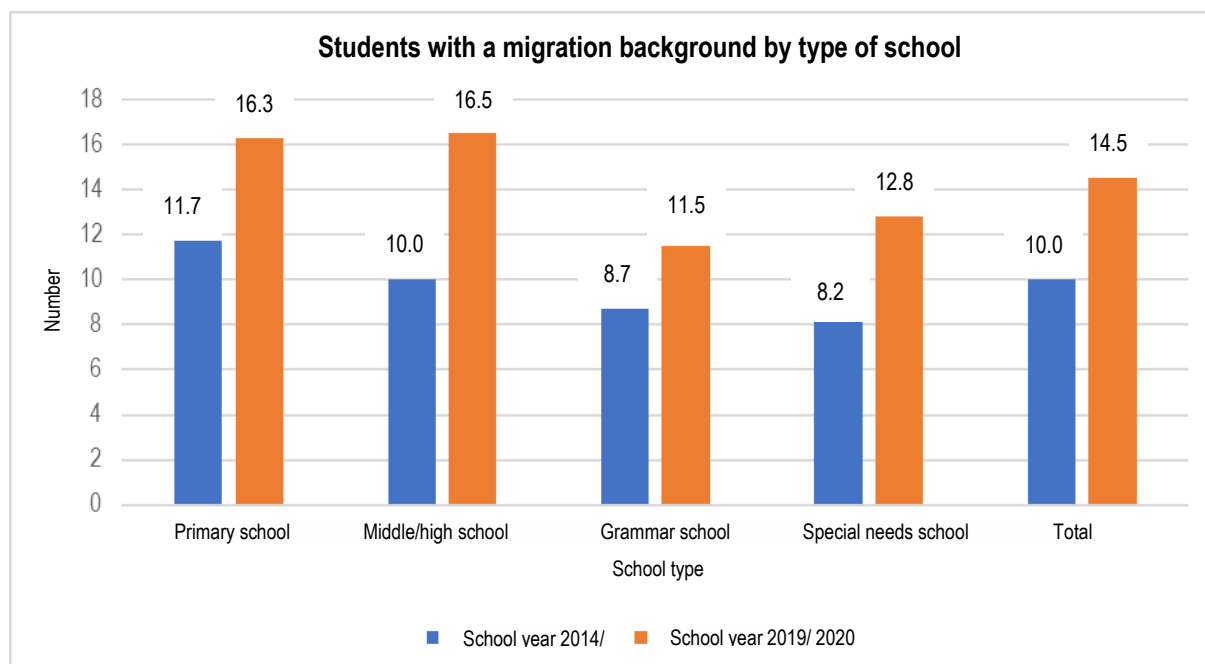
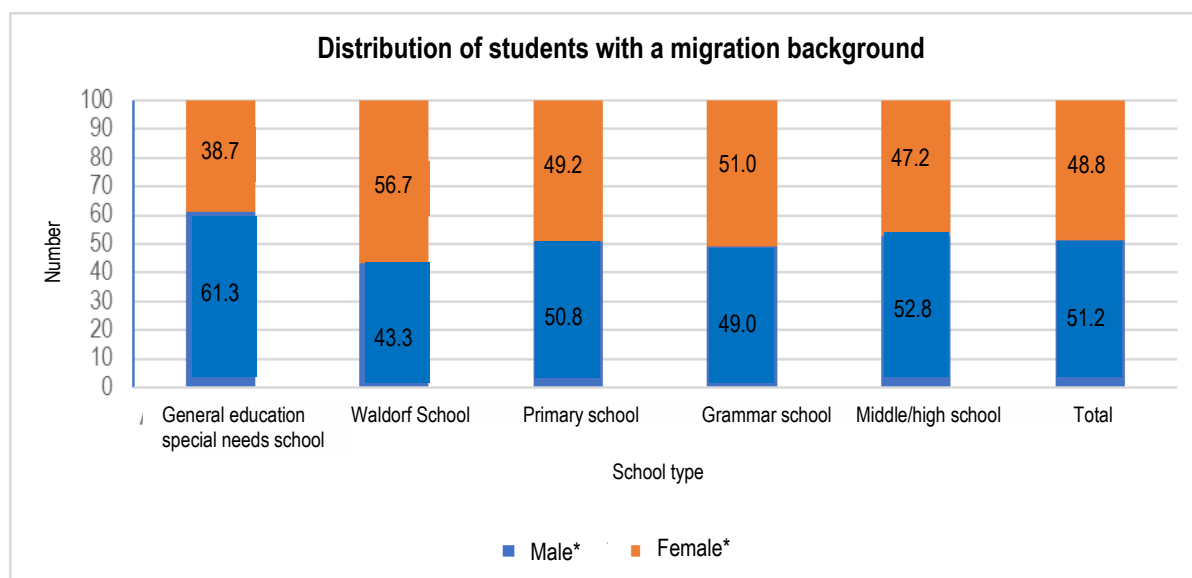


Figure 23: Distribution of pupils with a migration background in schools providing general education by school type and gender in the school year 2019/20 in Dresden (in percent)

Source: Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Official school statistics of schools providing general education. State Capital Dresden. Education Office: Preliminary work dated 07 October 2020, in-house presentation.



Until the 2015/16 school year, more pupils with a migration background were enrolled in grade 5 at grammar schools than at middle/high schools, although this proportion has shown a decreasing trend since 2009/10.²³³ In comparison, around 54 percent pupils with a migration background were in grade 5 at grammar schools in the 2015/16 school year, compared to 65.8 percent in the 2009/10 school year. In 2016/17, for the first time, there were proportionally more pupils with a migration background at middle/high schools (59.1 percent) than at grammar schools after primary schools.²³⁴ However, this has not increased since then; instead, the distribution has

²³³ Cf. State Capital Dresden. Education Office: Preliminary work dated 07 October 2020.

²³⁴ Cf. *ibid.*

levelled out slightly again with the 2019/20 school year: more pupils with a migration background continued to switch to middle/high schools after primary school, but the proportion fell to 51.1 percent (grammar school: 48.9 percent). This distribution differs from that of pupils without a migration background, majority of whom attend grammar schools.

The difference between pupils with and without a migration background is more marked when it comes to the distribution of school-leaving qualifications. At the end of the school year 2018/19 (final year 2019), 10.9 percent of school leavers in Dresden had a migration background. Of these, 36.7 percent obtained the Allgemeine Hochschulreife (general qualification for university entrance), 35.3 percent the Realschulabschluss (General Certificate of Secondary Education), 8.4 percent a (qualifying) Hauptschulabschluss (Certificate of Secondary Education) and 19.5 percent no (school) qualification.²³⁵ Compared to young people without a migration background, those with a migration background have significantly more likelihood of not obtaining a school-leaving qualification. They also more often have only a (qualifying) Hauptschulabschluss and less often have higher-level school leaving qualifications.²³⁶ The underlying reasons are explained with reference to other sources in the 3rd Dresden Education Report: this shows that children and young people are disadvantaged throughout their entire educational career, also because of their migration background, but primarily because of their social background.²³⁷ Children with a migration background in Dresden more often live in socio-economically less favourable conditions, and the reasons for this are numerous.²³⁸ Moreover, children with a migration background have to overcome other significant challenges, especially when coping with adjustment: "different school expectations, a new language, the development of a social identity between the new environment and one's own history, different expectations from family, school and peer group."²³⁹ The situation is further complicated by integration in schools in social areas that already have higher social stress (also see sphere of activity "Housing").²⁴⁰

A small-scale analysis of the social situation in Dresden and its connection with participation in education and educational success has been a central component of municipal education monitoring since the first Dresden Education Report. For this purpose, a social space index is formed using selected figures on social stress or risk situations by means of social space typology, on the basis of which Dresden's neighbourhoods are categorised into five developmental areas (also see sphere of activity "Housing"). Subsequently, various figures on participation in education and educational success are analysed against the background of these five developmental areas. This way, the special challenges for Dresden regarding equal opportunities and educational success in connection with social (spatial) background can be shown over the life course.²⁴¹

In terms of social areas, primary schools in developmental areas 1 (31.5 percent) and 2 (21.6 percent) had by far the highest proportions of pupils with a migration background in the 2019/20 school year as well. The lowest values are recorded at primary schools in developmental areas 4 (8.8 percent) and 5 (6.3 percent). The proportion of primary school pupils with a migration background at schools in the neighbourhoods of developmental areas 1 and 2 was about twice as high in contrast to the distribution of the total number of pupils.²⁴² The proportion of pupils with a migration background in middle/high schools is highest in developmental areas 1 (19.6 percent) and 3 (19.3 percent). This distribution differs from the 2016/17 school year, in which developmental area 2 had the largest proportion of pupils with a migration background (2016/17: 29.2 percent, 2019/20: 17.4 percent). The redistribution changed at grammar schools too: in 2016/17, these schools also had the highest proportion of pupils with a migration background in developmental area 2. Since the 2019/20 school year, the highest number of pupils with a migration background at grammar schools can be found in developmental area 3 (12.9 percent), followed by developmental area 2 (11.9 percent). Developmental area 4 is in third place with 9.6 percent.²⁴³

²³⁵ Cf. *ibid.*

²³⁶ Cf. *ibid.*

²³⁷ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 69.

²³⁸ Cf. State Capital Dresden. Education Coordination for New Immigrants: special report "Education and migration in Dresden". Dresden 2020, p. 61 f.

²³⁹ Schleicher, Andreas: World class. How to build a 21st century school system. Bielefeld 2019, p. 225.

²⁴⁰ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 74.

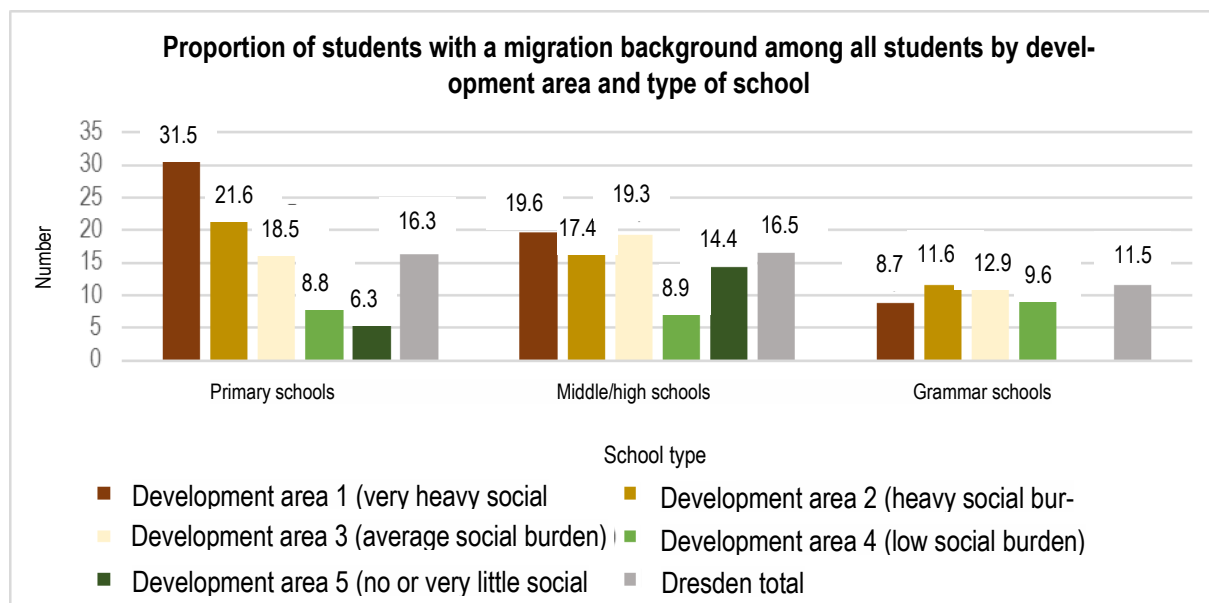
²⁴¹ Cf. State Capital Dresden. Education Office: Preliminary work dated 11 February 2021.

²⁴² Cf. *ibid.*

²⁴³ Cf. *ibid.*

Figure 24: Proportions of pupils with a migration background among all pupils at schools providing general education in Dresden in the school year 2019/20, by school type and developmental area, 2019 (in percent)

Source: Cf. State Capital Dresden. Municipal Statistics Office: Statistics of the Federal Employment Agency, Statistical Office of the Free State of Saxony. State Capital Dresden. Education Office: Preliminary work dated 11 February 2021, in-house presentation.



Thus, there are neighbourhoods in which a particularly large number of families live in challenging life situations. At the same time, these families are often in a situation where they cannot support their children to the same extent as, for example, families that are better off. Therefore, there are usually differences in development and socialisation from a very early stage, which then become more intensified and translate into unequal educational opportunities.²⁴⁴

Challenges for the coming years will be to

- work more towards providing preventive/timely support to educational institutions for reducing educational disadvantages on account of social origin and/or migration background, and
- create a balance of different learning prerequisites through individual support for the optimal promotion of all children and young people (e.g., through special remedial education).

Promoting social integration through language education

Language education in schools is mainly coordinated by the Saxon State Ministry of Education using the "Integration concept for migrants" (also see sphere of activity "Language acquisition and language promotion"). This also includes the subject "German as a second language", in which immigrant pupils are given the necessary language education to ease their way into mainstream classes. About 15 percent of all pupils whose language of origin is not German or not exclusively German and who study at schools providing general education attended preparatory classes in 2019/20. This represents a very sharp increase since the 2012/13 school year, when it was only 5.4 percent, peaking at 16.5 percent in the 2017/18 school year.²⁴⁵ There has been a slight decline since then.

Preparatory classes are a fundamental part of the integration process of young migrants. However, an obstacle to this is the fact that for many pupils, educational integration in a preparatory class takes place in a socially segregated and pedagogically challenged school.²⁴⁶ This is due to the current (housing) situation in Dresden, which means that the residence of many immigrant families is concentrated in certain neighbourhoods and thus also in

²⁴⁴ Cf. State Capital Dresden. Education Office: 3rd Dresden education report 2019. Dresden 2019, p. 57.

²⁴⁵ Cf. State Capital Dresden. Education Office: Preliminary work dated 06 July 2020.

²⁴⁶ Cf. State Capital Dresden. Education Coordination for New Immigrants: special report "Education and migration in Dresden". Dresden 2020, p. 8.

certain school districts and schools in socially disadvantaged locations.²⁴⁷ In addition to addressing social problems, integration also needs to be ensured in these neighbourhoods. Schools located in these areas have up to three preparatory classes due to the increased demand.²⁴⁸ Furthermore, due to full mainstream classes, pupils sometimes stay in preparatory classes for a very long time and lessons for "German as a second language" (DaZ) are often cancelled because DaZ teachers have to take subject lessons.²⁴⁹ These circumstances sometimes have a negative impact on the further course of education of these pupils.

The distribution of the preparatory classes, especially in primary schools, reflects the social structure at the location. From this it could be concluded that there are hardly any control options. However, if one considers, for example, the distribution of preparatory classes at the level of the primary school districts, then here too there is considerably unequal distribution in some cases. There is no entitlement to registration at a specific school. The situation is similar for high schools. At high schools, the preparatory classes are concentrated at locations where registrations are consistently below actual capacity; while at other high schools, the number of registrations exceeds capacity. In this respect, control options naturally have to be coordinated with the Ministry of Education. The need for action and options for action arise here in two respects: the avoidance of an increase in this unequal distribution, and support for the locations as focal points of integration, combined with public appreciation of the educational services at these locations.²⁵⁰

The question of how the situation could be improved was also discussed in the special report "Education and migration in Dresden" (2020). The report concluded that more resources were needed to improve the situation and identified the requirement of more rooms in schools and well-trained teaching staff.²⁵¹ To be able to adequately cope with the changing numbers of pupils, reference is made, for example, to the need for more flexible school network planning so that the necessary space can be provided at short notice in the future.²⁵² Furthermore, the implementation of preparatory classes at independent schools and grammar schools as well as "the integration of newly established bridging measures from the preparatory classes at high schools into these schools" are discussed as options.²⁵³ This would be a source of still untapped resources, also in terms of spaces.²⁵⁴ The establishment of preparatory classes at grammar schools would, according to the special report, also reduce the problem that social work players often criticise:²⁵⁵ immigrant pupils who lack language skills cannot directly attend this school form. So far, immigrant pupils can only switch from a high school to a grammar school if they have attended an equivalent school form in their country of origin or if such a recommendation is made by the support teacher of the preparatory class.²⁵⁶

Dresden has been providing a school social work service since 1997 to identify the needs of pupils and to provide appropriate support services. Since 2017, this service has been funded by the Free State of Saxony across the state through the

"State programme for school social work" funded more broadly.²⁵⁷ An overall concept was developed in Dresden. It was updated in 2019 and adopted by the Youth Welfare Committee in 2020. The number of schools providing general education in which school social work receives financial support has more than quadrupled since 2017:

²⁴⁷ Cf. *ibid.*, p. 78.

²⁴⁸ Cf. *ibid.*, p. 66.

²⁴⁹ Cf. *ibid.*, p. 37.

²⁵⁰ Cf. State Capital Dresden. Education Office: Early involvement. Preliminary work dated 18 June 2021.

²⁵¹ Cf. *ibid.*, p. 32.

²⁵² Cf. *ibid.*, pp. 74, 90.

²⁵³ *Ibid.*, pp. 73, 90.

²⁵⁴ Cf. *ibid.*

²⁵⁵ See also: Ausländerrat Dresden e. V. (Ed.): documentation on the public exchange of expertise, School exclusive (Part 1). Challenges in the context of schools and migration in Dresden dated 7th February 2018. School exclusive (Part II). Demands on schools and migration society dated 10 April 2018. https://www.auslaender-rat.de/wp-content/uploads/sites/33/2018/09/Dokumentation_Fachaustausch-Schule-exklusiv-Teil-I-und-Teil-II.pdf, available on 20 April 2021.

²⁵⁶ Cf. State Capital Dresden. Education Coordination for New Immigrants: special report "Education and migration in Dresden". Dresden 2020, p. 72.

²⁵⁷ Cf. Saxon State Ministry of Social Affairs and Consumer Protection: Guideline of the Saxon State Ministry of Social Affairs and Consumer Protection for the promotion of school social work in the Free State of Saxony dated 14 February 2017.

from an initial 17 funded schools, the number increased to 71 in 2019²⁵⁸ In order to ensure better support especially for schools with many immigrant pupils, a focus was placed on schools providing general education with preparatory classes in Dresden.²⁵⁹

At the moment, the selection of school locations for school social work is based on the "Guideline for the promotion of school social work in Dresden", the "Regional overall concept for the further development of school social work in the state capital Dresden" and the "Criteria for the ranking of school locations, and indicators for calculating the number of professionals".²⁶⁰ The special report "Education and migration in Dresden" addresses the need for a more targeted consideration of the actual pupil structure in Dresden schools.²⁶¹ In order to come closer to achieving the goal of education-appropriate participation of all children and young people, the consistent further development of the school index and its application in the school-related allocation of funds, and the use of support structures are recommended.²⁶² This should be taken into account in particular in the updated concept for the further development of school social work in Dresden. Furthermore, the aim should be to implement this for schools providing general education as well as evening high schools.

Preparatory classes are supported by "language and integration mediators", who were employed for the first time in 2018 in 20 schools, four of them in Dresden, as part of a model project of the Free State of Saxony. With this service, the Free State of Saxony wants to work towards a better integration of pupils with a migration background, among other things through intercultural work with parents or cooperation with school social work. "Language and integration mediators" are seen as bridge builders between schools and parents' homes. In 2019, the model project was merged into the "School Assistance" programme²⁶³, for which funds totalling 90.5 million euros are available until 2023.²⁶⁴ Sufficient material resources are required for the work of the "language and integration mediators". A statement from the "Working Group DaZ" indicates that there is currently a lack of permanent workplaces and company mobile phones for these specialists in Dresden, which affects their professional work.²⁶⁵

The classes for teaching the language of origin, which offer immigrant children at primary, secondary and grammar schools the opportunity to improve their language of origin under the guidance of a native speaker, continue to be valuable for the language education of pupils. This service is available to both new immigrants and children who have lived in Dresden for a longer period of time, but not all schools provide the same information about this option.²⁶⁶ Here, it is important to improve the process, so that all immigrant pupils and their parents are provided with the same information, and to develop the service according to their needs. This applies especially to the creation of services at particularly challenged schools.

The Education Coordination for New Immigrants started its work within the city administration in the autumn of 2016 (also see sphere of activity "Language acquisition and language promotion"). In recent years, this has made a significant contribution to the identification and networking of full-time and voluntary players in the field of education. It became the interface within the city administration and the contact partner for all specialist and support teachers in the field of "Integration through education". This facilitated cooperation between the different stakeholders and helped identify and solve problems and their interrelationships more quickly. It also created the "Info-Tool-School", where it compiled all the important information needed for the professionals to work with parents. This includes contact details for working with immigrant parents and children as well as multilingual information sheets for people with little knowledge of German. At the end of 2020, the Federal Ministry of Education and Research stopped funding the Education Coordination for (New) Immigrants in Dresden and hence the work in this

²⁵⁸ Cf. State Capital Dresden. Youth Welfare Office: Preliminary work dated 05 October 2020.

²⁵⁹ Cf. State Capital Dresden. The Mayor: Resolution control on the update of the school network planning dated 07 November 2018.

²⁶⁰ Cf. State Capital Dresden. Youth Welfare Office: Updated regional overall concept for the further development of school social work in the State Capital Dresden. Dresden 2019.

²⁶¹ Cf. State Capital Dresden. Education Coordination for New Immigrants: special report "Education and migration in Dresden". Dresden 2020, p. 8.

²⁶² Cf. *ibid.*, p. 95.

²⁶³ Cf. Saxon State Ministry of Education: Programme School Assistance. <https://www.schule.sachsen.de/programm-schulassistentz-6864.html>, available on 27 April 2021.

²⁶⁴ Cf. State Office for Schools and Education: Preliminary work dated 15 April 2021.

²⁶⁵ Cf. Working Group DaZ of the UnterfachAG school social work at high schools: Feedback on the analysis of the municipal spheres of activity. Preliminary work dated 22 April 2021.

²⁶⁶ Cf. Cf. State Capital Dresden. Education Coordination for New Immigrants: special report "Education and migration in Dresden". Dresden 2020, p. 35.

context could also not be continued due to the discontinuation of project funding. For school education, this means that the expertise of this node structure as well as the maintenance and updation of developed tools, such as the "Info-Tool-School" and communication picture cards (also see sphere of activity "Early childhood education") is no longer available. Persons who can maintain and further develop the established structures and instruments need to be identified so that the gained resources can continue to be used in future as well. The Federal Office for Migration and Refugees continues to publish an overview of German courses on a monthly basis. Finally, the positive development of the START scholarship should also be mentioned. START-Stiftung gGmbH annually awards a three-year grant to young migrants to support them in their personal development and encourage them to actively participate in society. In Dresden, the programme is supported by the educational support staff. Seven immigrant students per school year received the scholarship when the programme was introduced in Dresden in 2014. Since 2017, the number of participants has grown to between nine and eleven pupils per school year. This is a very welcome trend and should be maintained in the following years because this programme contributes to the successful integration of young people.

Challenges for the coming years will be to

- find solutions for locations with preparatory classes that are already socially challenged and where the challenge of integration is an added task (e.g., create opportunities to network schools dealing with special challenges in order to develop joint best-practice measures),
- evaluate the character of school districts and, if necessary, adapt them in order to achieve a better mix of students,
- in the "updated concept for the further development of school social work in Dresden", expand the ranking by suitable key figures so that individual challenges, stress situations and the specifics of the individual schools are also mapped,
- expedite the networking and the inclusiveness of schools in the city districts,
- make native language lessons better known and make the services more attractive, and
- keep the developed educational coordination tools in the field of language promotion in a workable condition in the future (e.g., further qualification and visualisation of the Info-Tool School) by identifying new persons who can be in charge of them.

It is also important, when updating the "concept of lifelong learning" from a migration-sensitive perspective, to reflect on the options for catching up on school-leaving qualifications on the "second educational path" and, if necessary, to take measures to open up low-threshold paths for people to catch up on education – even at an advanced age.

Recognising parents as educational partners and expanding parental work

The participation of parents in the education of their children can contribute to a considerable extent to their success at school and their favourable development.²⁶⁷ A research paper by the Expert Council of German Foundations on Integration and Migration says: "The foundation for educational success and social participation is laid in the family."²⁶⁸ A functioning partnership between parents and teachers is therefore all the more important. A regular exchange of information between these partners can help, among other things, to:

- convey an understanding of the role and relevance of school education and increase understanding of the system,
- better understand the concerns of parents and students and take these into consideration,
- optimally support the child's schooling.

²⁶⁷ Cf. Staatsinstitut für Schulqualität und Bildungsforschung München (Ed.): *Divers – kontrovers? Ideen für den interkulturellen Schulalltag*. Munich 2014, p. 55. https://www.isb.bayern.de/download/15407/divers_kontrovers.pdf, available on 14 June 2021.

²⁶⁸ Forschungsbereich beim Sachverständigenrat deutscher Stiftungen für Integration und Migration (Ed.): *Eltern als Bildungspartner. Wie Beteiligung an Grundschulen gelingen kann*. Berlin 2014, p. 4. https://www.svr-migration.de/wp-content/uploads/2014/12/SVR-FB_Elternbeteiligung.pdf, available on 14 June 2021.

It is therefore important to involve all parents equally, which is why intercultural cooperation with parents who have a migration background is essential. Insights into the educational institutions arise primarily through participation in the communicative networks that surround school activities: Parent evenings, parenting days, but also informal contact between parents.²⁶⁹ Participation in these networks is only possible for those parents who have the appropriate prior knowledge and previous communicative experience.²⁷⁰ This means disadvantaged parents are often denied important insights, information and opportunities to participate.

Opening up communication channels and diverse opportunities for participation makes it easier for parents to participate. For this it is important that access is made possible, for example via multilingual information brochures and multilingual information evenings. Schools in Dresden have the opportunity to call in qualified native speakers from the community interpretation service for parents' evenings or discussions with parents about school enrolments. Dresden schools should be encouraged to make greater use of this possibility.

The involvement of the parents means that they can actively help shape school life and can also have a positive effect on integration among migrants. Recruiting parents with a migration background as class parent representatives can also bring about other positive factors. On the one hand, they serve as authentic multipliers for school events and information. On the other hand, it's a positive sign of more openness and diversity. The opinion of Working Group 3 on the implementation of the integration concept is that there are still unaddressed needs in Dresden because, as far as we know, only a few parents with a migration background participate in the parenting bodies.²⁷¹ At schools where still only a few parents with a migration background are involved, they should be specifically addressed and motivated.

Other important stakeholders in parental work can be educational specialists employed in schools, such as school assistants and social workers. At the same time, there are extracurricular partners who support intercultural work with parents. For example, the Saxon Education Agency has published various multilingual flyers in recent years, including: "On the way to the German language" (2016) and "Welcome to Saxon schools" (2020). Another good example was the education coordination for new immigrants, which among other things has supported network building and developed the "School Info Tool".²⁷²

Various associations in Dresden are also involved, supporting parents on arrival to find their feet. Among other things, there are numerous parent-child get-togethers that offer parents a space to interact. The Ausländerrat Dresden e. V. also offers advice specifically for families with a migration background.

Challenges for the coming years will be

- to increase the social participation of parents with a migration background by facilitating their more active involvement in school development processes and in school life and the scholastic learning processes of their children,
- to support work that activates parents, using existing resources and competencies (e.g. involvement of clubs and migrant associations),
- to promote the use of the community interpretation service in schools.

Improving the participation in education of pupils living in shared accommodation and guaranteed housing

The situation of school-age children and adolescents living in shared accommodation is particularly precarious in terms of participation in education. Since many people are accommodated in a small space, the peace and quiet necessary for learning is not guaranteed. On the one hand, this concerns the number of people with different lifestyles and needs living in one accommodation, and on the other hand, the fact that several family members of

²⁶⁹ Cf. Schwaiger, Marika; Neumann, Ursula: Regionale Bildungsgemeinschaften. Gutachten zur interkulturellen Elternbeteiligung der RAA. Hamburg 2010, p. 230. <https://www.ew.uni-hamburg.de/ueber-die-fakultaet/personen/neumann/files/schwaiger-neumann-2010.pdf>, available on 14 June 2021.

²⁷⁰ Cf. *ibid.*

²⁷¹ Cf. State Capital Dresden. Youth Welfare Office: statement of WG 3 on the 1st draft analysis of the municipal spheres of activity. Preliminary work dated 07 April 2021.

²⁷² Cf. State Capital Dresden. Education Coordination for New Immigrants: special report "Education and migration in Dresden". Dresden 2020, p. 90.

different ages have to share only one room.²⁷³ As a result, children and young people don't get the space for personal development, a protected area to safeguard their intimacy and the space and place for undisturbed learning. The resulting educational disadvantage has worsened in the course of the pandemic, during which schools were repeatedly closed.²⁷⁴ The switch to online teaching and the provision of work material in digital formats hits these children and young people even harder. During the lockdown, students usually received their school assignments via learning platforms such as "Lernsax", were in direct digital contact with their teachers via messenger and video conferences, and filed their learning outcomes in digital folders. This requires appropriate technical equipment and a permanent and stable Internet access, which those living in shared accommodation often do not have.

For these reasons, even the specialist working group "Young Migrants" therefore recommends that children, youths and families should in principle not be accommodated in shared accommodation, but in flats.²⁷⁵ If, in individual cases, this cannot be avoided then appropriate learning conditions must be ensured. This includes the availability of a separate room for studying and doing school work, which must have the necessary technical equipment (computer with Internet connection, printer) even outside of pandemic-related closing of schools. In Dresden, this mainly concerns the shared accommodation in Gustav-Hartmann-Straße. After various attempts and efforts, it was possible to build a learning room for the children living there at the end of March 2021 owing to the cooperation between the Social Welfare Office and the operator.

Even when face-to-face classes start, digital learning platforms will continue to be used for communication and sharing of material. The presence of the aforementioned technical resources is also indispensable for school-age children and adolescents living in guaranteed housing. The appropriate technology and Internet access must be provided if families are unable to procure them on their own.

School law applies equally to all children

"Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages", states Article 26 of the Universal Declaration of Human Rights. The right to education for children is also regulated in the UN Convention on the Rights of the Child (Article 28) and in the UN Social Pact (Article 13).²⁷⁶ School law is also concretised in the EU Reception Directive (Article 14), which states that refugee children of school age may not be denied education and instruction for longer than three months.²⁷⁷ Nevertheless, not all children in Dresden have access to education.

Children of school age (six to 18 years) living in reception centres/AnKER centres are not allowed to go to school in the Free State of Saxony and were exempted years ago from compulsory schooling, which otherwise applies to all children, by a decree of the Saxon State Ministry of Education.²⁷⁸ Based on this regulation and the reality that, as Figure 25 shows, it is not uncommon that they have to stay in the reception centres/AnKER centres for more than three months, the children are not granted (adequate) access to school. As at 30 June 2020, 265 children and adolescents under the age of 18 were living in reception centres/AnKER centres in Saxony. Of these, 91 persons of school age had already lived there for longer than three months (28 persons in Dresden) and 30 persons for longer than six months (eight persons in Dresden). The figures fluctuate with the number of allocated asylum seekers, but the comparison in the figure shows that there were hardly any changes with regard to the length of stay. The figures as at 30 September 2020 seem to indicate a positive development, but this is probably due to the Corona pandemic and the changed allocation figures of families with school-age children. The only positive aspect is that no school-age children had to stay in the facilities for longer than twelve months.

²⁷³ Cf. Rude, Britta: Child Refugees and Covid-19. Coronavirus Exacerbates Existing Problems. Article in journal. Munich 2020, p. 48 f. <https://www.ifo.de/DocDL/sd-2020-12-rude-gefluechtete-kinder-covid-19.pdf>, available on 28 April 2021.

²⁷⁴ Cf. *ibid.*, p. 49.

²⁷⁵ Cf. Fach-AG Junge Migrantinnen und Migranten: Participation in education of pupils living in shared accommodation and guaranteed housing. Preliminary work dated 01 April 2021.

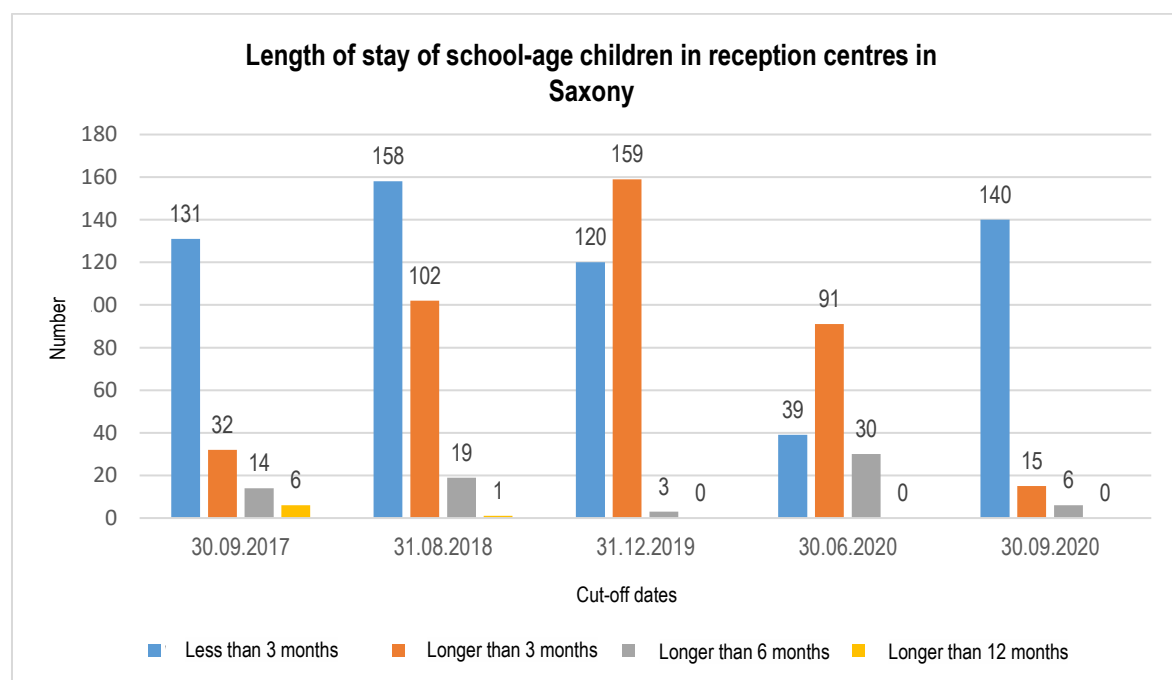
²⁷⁶ UNICEF: The UN Convention on the Rights of the Child. Article 28. <https://www.unicef.de/informieren/ueber-uns/fuer-kinderrechte/un-kinderrechtskonvention>, available on 11 June 2020.

²⁷⁷ Cf. Paritätische Gesamtverband: Legal opinion. The right to education and access to mainstream schooling for refugee children and youth in reception facilities in the federal states. Berlin 2019, p. 43 f.

²⁷⁸ Cf. State Directorate Saxony: Educational service offered for the children and young people in Saxony's asylum seeker reception facilities. Press release, 10 October 2019. https://www.lfs.sachsen.de/?ID=15706&art_param=901, available on 13 January 2021.

Although in the autumn of 2019 an educational service was offered at the reception centres/AnkEr centres in Saxony, this is not comparable to regular school lessons. The curriculum has numerous shortcomings, including the fact that the lessons are not based on the Saxon curriculum; only a few selected contents are taught across all grades, and that the teachers do not have the necessary qualifications and are not employed by an educational institution²⁷⁹. The service cannot therefore be compared to school-like teaching²⁸⁰, but rather fulfils the purpose of day-structuring. Berlin, Bremen, Hamburg and Saarland, where children and young people are granted immediate access to school, show that things can be done differently.²⁸¹ However, with the "Coalition Agreement 2019-2024", the Saxon state government has drawn up plans that should help to at least accelerate access to educational opportunities. The aim is to ensure that the duration of stay of families with minor children in the reception centres does not exceed three months and thus that access to education is guaranteed from the fourth month of stay in the Federal Republic of Germany after the persons have been distributed among the administrative districts and urban municipalities.²⁸²

Figure 25: Length of stay of school-age children in reception centres in Saxony between 2017 and 2020 (reference dates)
Source: Cf. Saxon State Ministry of the Interior: Access to education for children and young people in reception centres. Printed material no: 6/10831, 6/14669, 7/1177, 7/3087, own presentation.



At the same time, the situation regarding the right of access to school for begging and paperless children is also problematic in the Free State of Saxony. Although all children and young people, regardless of their residence title, have the right of access to school on the basis of international legal obligations²⁸³, there are still no regulations that actually enable all of them to do so. In the past, begging children with the citizenship of an EU member state were denied access to school because they had to submit a registration confirmation.²⁸⁴ According to the Saxon School Act, however, only habitual residence is required for this, which is already a given if a person does not only temporarily settle in a place.²⁸⁵ This fact is often not known.

²⁷⁹ In Dresden, the provider is European Homecare GmbH.

²⁸⁰ Cf. Wächter and others: Statement on learning opportunities for children and young people in reception centres in the Free State of Saxony. Curricular foundations. Dresden 2018.

²⁸¹ Cf. printed material of the German Bundestag 19/24971 dated 07 December 2020: Information provided by the German Institute for Human Rights. Report on the development of the human rights situation in Germany in the period from July 2019 to June 2020. p. 126 ff.

²⁸² Cf. Saxon state government: Coalition Agreement 2019-2024. https://www.staatsregierung.sachsen.de/download/Koalitionsvertrag_2019-2024-2.pdf, available on 14 January 2021.

²⁸³ See, for example, UNICEF: The UN Convention on the Rights of the Child. Article 28. <https://www.unicef.de/informieren/ueber-uns/fuer-kinderrechte/un-kinderrechtskonvention>, available on 11 June 2020.

²⁸⁴ Cf. State Capital Dresden. School Administration Office: Preliminary work dated 27 November 2018.

²⁸⁵ Cf. Social Security Code (SGB) Book I - General Part - (Article I of the Act dated 11 December 1975, BGBl. I p. 3015) § 30 Scope, Para. 3. Also see: correspondence between the Integration and Foreigners' Commissioner and the Saxon State Minister for Education dated 02 September 2019.

Paperless children don't have a registration certificate. This problem is aggravated by the fact that they do not have a residence title in the Federal Republic of Germany. Schools as well as educational and training institutions are therefore often afraid of becoming liable to prosecution for aiding and abetting illegal residence under Para. 96 of the Residence Act.²⁸⁶ In order to counteract this obstacle, the legislative body amended the obligation to transmit information to Immigration Offices according to Para. 87 of the Residence Act in 2011. As a result, schools as well as educational and training institutions were exempted from the existing obligation of public authorities. The aim was to give school-age children access to school without they or their parents having to worry about livelihood. However, studies show that the amendment has had little effect.²⁸⁷ Although ministries of education confirmed the amendment and its positive effect on those affected, the on-ground care and assistance providers did not notice much of a change. Insufficient knowledge of stakeholders in the enrolment process was named as the biggest hurdle. Accordingly, school authorities and school staff (including the school management, teachers and administration staff) often lack awareness of each child's right of access to school, as a result of which, for example, they demand registration confirmations to check the school catchment area.²⁸⁸ Immigration Offices were also informed by those involved, albeit unsuccessfully.²⁸⁹

Due to the challenges involved in the area of "school law for all children", an exchange committee consisting of different players from city administration, politics, social work, trade unions, social organisations, etc. has already been formed in Dresden in 2018. In close exchange, solutions were discussed and publicity campaigns were designed to raise awareness among officials in the Free State of Saxony and in the city administration.

Challenges for the coming years will be to

- implement, for the state, the goal set out in the "Coalition Agreement 2019-2021" of granting refugee children the right of access to school at the latest in the fourth month after their arrival in Germany through timely redistribution,
- continue to raise awareness about the issue in the city administration (including the school administration office) by distributing information on the right to education and the unbureaucratic access to employees and stakeholders, and
- make multilingual information about their rights available to affected families and actually grant children the right of access to school.

²⁸⁶ Cf. Education and Science Workers' Union: Lack of papers cannot be a reason to deny access. Theory and practice of enrolling paperless children in primary schools. Frankfurt am Main, p. 11 ff.

²⁸⁷ Cf. *ibid.*, p. 11.

²⁸⁸ Cf. State Capital Dresden. School Administration Office: Preliminary work dated 27 November 2018.

²⁸⁹ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 27 May 2020.

Child and youth welfare

Within the sphere of activity "Child, youth and family work, assistance with parenting and related tasks" in Dresden, the "Integration Concept 2015 to 2020" outlined the following medium-term goal:

*"By 2020, Dresden will guarantee equal access to municipal services for people with an immigration background."*²⁹⁰

The following short-term objectives were derived from this, to be actioned by the city administration:

*"Dresden has expanded its municipal services, networked them according to need, and made them accessible to all. Dresden's municipal services are expanded, effectively networked, and made accessible to all. People with an immigration background are informed comprehensively about available services and how to access them."*²⁹¹

Within this sphere of activity, it is the responsibility of the city administration, specifically the Youth Welfare Office, to provide immigrants with equal access to its support services and to remove existing barriers to access. Processes of intercultural inclusiveness are to be continuously developed, with an even greater focus on the diverse circumstances and needs of the target groups. One of the tasks of the Youth Welfare Office is to establish systematic cooperation with migrant organisations committed to children and young people, and with agents involved in integration in local communities. It is also the responsibility of the Youth Welfare Office, as the public agency for child and youth welfare, to encourage independent agencies to make their services more interculturally inclusive, and to provide them with professional support. This applies equally to networking work efforts. Last but not least, it is the joint task of public providers and independent child and youth welfare organisations to promote democracy, acceptance, diversity, intersectionality and the dismantling of hostility towards particular groups.

Number of young foreign residents in Dresden on the rise

In 2019, there were 17,623 children and young people under the age of 18 with an immigration background living in Dresden. This corresponds to just under one fifth of all under-18s in Dresden. Compared to 2015, the number of minors and adolescents with an immigration background has increased by 38.5 per cent. Of these children and young people under the age of 18 with an immigration background, around 44 per cent (7,676 persons) had foreign citizenship in 2019. In 2015, this was only the case for about a third of minors with an immigration background (4,259 persons). This means a huge increase in the number of foreign children and young people under the age of 18, of around 80 per cent in the period from 2015 to 2019.²⁹² Looking at the age group of people under 27 with an immigration background in Dresden, their number at the end of 2019 totalled 31,429, of whom 18,371 (58.5 per cent) had foreign citizenship. Taking into account all children and young people under 27 years of age, this proportion is 11.7 per cent.²⁹³ According to the current population forecast from 2020, an overall population decline is expected by 2035 for the age groups 3–6 and 6–15, while a significant increase is forecast for young people aged 15–26 (Figure 26).²⁹⁴

The increase in the number of children and young people with foreign citizenship is an expression of the growing diversity of Dresden's urban society. It is a fundamental task of both public and independent child and youth welfare providers to take this fact into account appropriately.

²⁹⁰ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 85.

²⁹¹ Ibid.

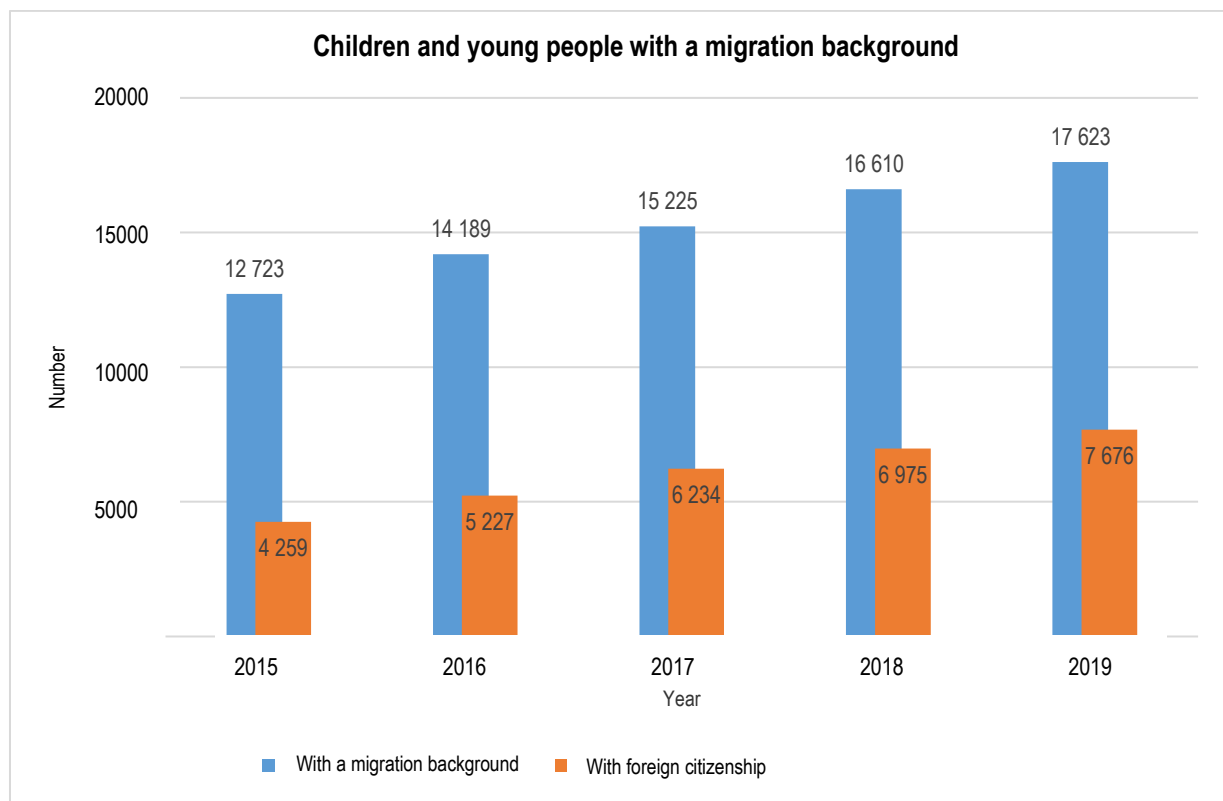
²⁹² Cf. State Capital Dresden. Municipal Statistics Office: Residents' Registration Office. State Capital Dresden. Education Office: Preliminary work dated 19 April 2021.

²⁹³ Cf. ibid.

²⁹⁴ Cf. State Capital Dresden. Municipal Statistics Office: population forecast Dresden 2020. State Capital Dresden. Education Office: Preliminary work dated 19 April 2021.

Figure 26: Development of the number of children and young people (under 18) with an immigration background from 2015 to 2020 in Dresden

Source: Cf. State Capital Dresden. Municipal Statistics Office: Residents' Registration Office. State Capital Dresden. Education Office: Preliminary work dated 19 April 2021, in-house presentation.



Unaccompanied foreign minors in Dresden

Unaccompanied foreign minors are persons under the age of 18 who have arrived from abroad unaccompanied by a legal guardian. They shall be afforded appropriate protection and humanitarian assistance, like any other child, regardless of "skin colour, gender, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status of the child, or that of his or her parents or guardians"²⁹⁵ ²⁹⁶

On average, 344 unaccompanied foreign minors lived in Dresden in 2017. The number of unaccompanied minors decreased steadily in the following years and amounted to only 91 persons in 2020 (Figure 27).²⁹⁷

"The Youth Welfare Office (...) is obliged to take care of all foreign minors who arrive in Dresden without custodians. (...) The young people are cared for and provided with socio-pedagogical and medical care by the Youth Welfare Office according to their needs, are usually accommodated in decentralised facilities run by voluntary youth welfare organisations, and are supported from day one. Placement of young people is usually necessary until they reach the age of majority, but can be terminated as soon as they can be reunited with their family. If necessary, care can be continued after their 18th birthday."²⁹⁸

²⁹⁵ Cf. UNICEF: The UN Convention on the Rights of the Child. Article 26. <https://www.unicef.de/informieren/ueber-uns/fuer-kinderrechte/un-kinderrechts-konvention>, available on 11 June 2020.

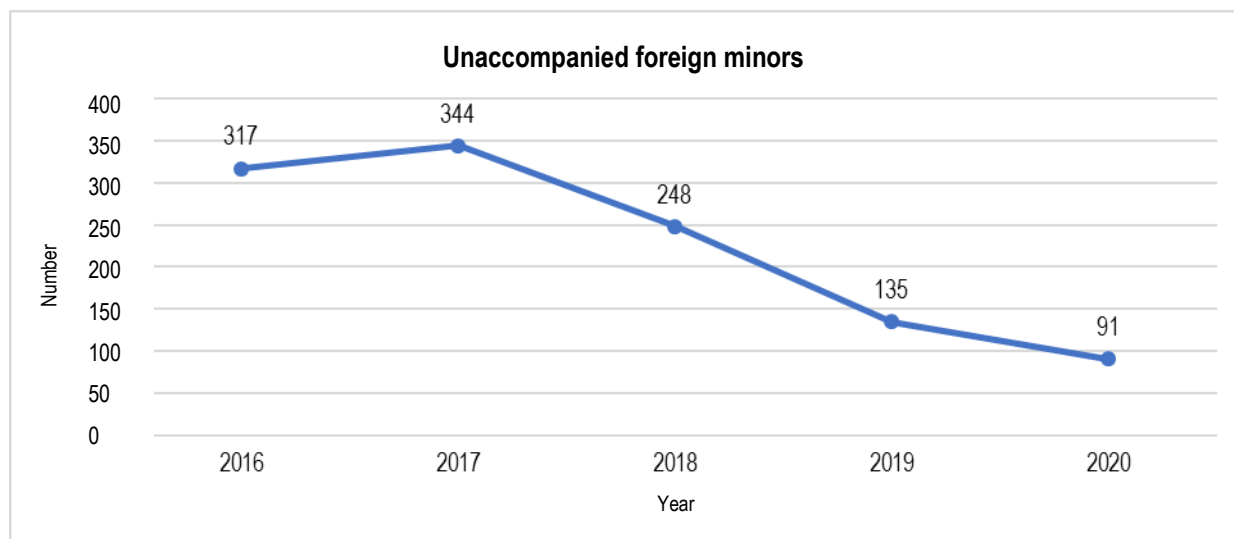
²⁹⁶ Cf. *ibid.*, Article 2, 22.

²⁹⁷ Cf. State Capital Dresden. Youth Welfare Office: Preliminary work dated 30 July 2020.

²⁹⁸ State Capital Dresden. Youth Welfare Office: Assistance for unaccompanied foreign minors. <https://www.dresden.de/de/leben/gesellschaft/migration/hilfe/ehrenamt/hilfe-fuer-unbegleitete-jugendliche.php>, available on 12 August 2020.

Figure 27: Development of the number of unaccompanied foreign minors 2016 to 2020 in Dresden (annual average)

Source: Cf. State Capital Dresden. Youth Welfare Office: Preliminary work dated 30 July 2020: State Capital Dresden. Social Welfare Office: monthly report on Asylum and Refugees (Asylum Monitoring) December 2020, in-house representation.



In 2016, an exploratory needs analysis of unaccompanied foreign minors in Dresden facilities was conducted in the form of two group interviews and a questionnaire. Although this did not result in a comprehensive needs assessment, it was possible to formulate hypotheses about the needs of unaccompanied foreign minors.²⁹⁹ The needs discernible from the young people's statements can be grouped into three areas: "education", "recognition" and "prospects".

In the area of "education", young people showed high motivation to learn the German language, as well as social rules and values. "On the other hand, the young people need an understanding of their situation, their learned culture, and the logic of how coexistence works. What is needed are different kinds of mutual cultural interpretation and 'integration coaching'".³⁰⁰

The survey revealed that bonding, reliability and continuity formed the basic building blocks in the area of 'recognition'. In addition to their prior refugee experiences, young people, with their development-specific needs, found themselves between identity-forming areas of tension. In this respect, contact with a guardian is of great importance.³⁰¹ The guardian is responsible not only for clarifying legal matters for them; he or she becomes an important reference person for young refugees by actively guiding the process of becoming an adult and integrating.

Taking into account the fact that the young people had been in a kind of "in-between" state for months, the need for security about the right of residence and clarification of what would happen after their 18th birthday came to the fore in the area of "prospects".³⁰² Therefore, a psychosocial support network with low-threshold multilingual counselling services is needed to support young refugees in developing personal and professional future prospects.

In order to identify the needs of unaccompanied foreign minors, four meetings on the subject of "unaccompanied foreign minors" are held annually by the Youth Welfare Office jointly with the "Young Migrants" specialist working group and other independent providers of child and youth welfare services. Furthermore, the Youth Welfare Office contributes to the annual nationwide "Report on the Situation of Unaccompanied Foreign Minors". Accordingly, the range of services and protective measures for the target group was adapted to match existing needs. In the future, special attention should be paid to models of continuing non-residential care and other continuing support services for young adults in residences not managed by child and youth welfare services, which minimise the risks of a

²⁹⁹ Cf. State Capital Dresden. Youth Welfare Office: Exploratory needs analysis of unaccompanied foreign minors in Dresden facilities according to § 42a SGB VIII. Dresden 2016, p. 2. https://jugendinfoservice.dresden.de/media/pdf/jugendinfoservice/2016_07_13_uaM-Befragung.pdf, available on 23 November 2020.

³⁰⁰ Cf. *ibid.*, p. 4.

³⁰¹ Cf. *ibid.*, p. 2 ff.

³⁰² Cf. *ibid.*, p. 5.

breakdown in integration during the transition to systems in place for adults, without interfering with the process of independence.³⁰³

Working group 3 suggested an interesting proposal for further developing social work with unaccompanied foreign minors as a way of implementing the integration concept. They encouraged pushing the "peer approach" between older and younger unaccompanied foreign minors, in addition to the existing support structures. Besides the transfer of experience, the aim was to strengthen one another's social resources.³⁰⁴

Excursus on voluntary guardianships for unaccompanied foreign minors

Considering the results of the exploratory needs analysis of unaccompanied foreign minors, it is very important to establish and maintain support measures for the work of volunteers in the context of guardianships, sponsorships and foster care. From August 2016 to June 2020, 47 female* and male* volunteers took on a total of 77 guardianships of unaccompanied foreign minors. Fostering and familial care were also established.³⁰⁵ Unfortunately, there was only one person with an immigration background among the volunteers who took on guardianships.³⁰⁶

The draft of the planning report "Intercultural inclusiveness of all areas and types of services, as well as integration of migrants including the concept for the integration of people with an immigration background in the state capital Dresden" (April 2021) describes how, in past years, despite volunteer guardians being prioritised, the family court primarily appointed official guardians for unaccompanied foreign minors. The central reason, according to the planning report, was the lack of suitable individual guardians. However, the document points out that voluntary guardianship of unaccompanied foreign minors has many advantages. For example, successful integration beyond the age of 18 and the strengthening of community through volunteer work and mediation between different groups. In order to promote voluntary individual guardianships, the Youth Welfare Office transferred the task of recruiting, training and advising volunteer guardians to a Dresden association at the beginning of 2021.³⁰⁷ One goal was to attract more immigrant people to volunteer as guardians.

Challenges for the coming years will be

- to provide unaccompanied foreign minors with appropriate multilingual counselling services to develop personal and professional perspectives
- to establish low-threshold structures that support young people in coming to terms with their traumatic experiences and stress, and to provide access to legal counsel
- to promote sustainable integration and catching up on academic education, or training readiness for those who are not obliged to attend school, and to develop options for vocational orientation, e.g., in preparatory classes, through mandatory internships and/or vocational immigrant youth courses
- to intensify cooperation between the Social Welfare Office, the Dresden Jobcenter, the Immigration Office and independent agencies (establishing a transition management, e.g., checklist, contact points, consultation services), in order to avoid integration breakdowns during the transition into adult systems and to avoid potential homelessness
- to recruit more immigrants as volunteer guardians, sponsors and foster parents
- to expand the networking of agents involved in integration, migrant organisations, labour market mentors and volunteering frameworks, with the responsible public offices

³⁰³ Cf. *ibid.*

³⁰⁴ Cf. State Capital Dresden. Youth Welfare Office: statement of WG 3 on the 1st draft analysis of the municipal spheres of activity. Preliminary work dated 07 April 2021.

³⁰⁵ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: report on the implementation of the concept for the integration of people with an immigration background 2015 to 2020, reporting period 2017 to 2020. Dresden 2020, p. 98.

³⁰⁶ Cf. State Capital Dresden. Youth Welfare Office: Preliminary work dated 21 December 2020.

³⁰⁷ Cf. State Capital Dresden. Youth Welfare Office: planning report "Intercultural inclusiveness of all areas and types of services, as well as integration of migrants including the concept for the integration of people with an immigration background in the state capital Dresden". Draft. Dresden April 2021, p. 55 ff.

Access for young migrants to child and youth services

Against a backdrop of increasingly diverse living environments, inclusive child and youth work has become more important in recent years for municipal integration work in Dresden. In Dresden, there are more than 40 inclusive child and youth work sites (small clubs and large houses), as well as six active playgrounds and youth farms. Numerous associations, groups, initiatives and independent providers offer children and young people a wide range of services and opportunities for participation. Inclusive child and youth work guides and supports children and young people on the path to personal development and independence. "Inclusive child and youth work, in particular, with its sanction-free spaces, its voluntary nature and its opportunities for participation, offers irreplaceable potential for living democracy."³⁰⁸ Due to the specific access and learning fields it has at its disposal, it has particular value in facilitating the educational process. At the same time, it makes a significant contribution to the prevention of exclusion and to the integration of educationally and socially disadvantaged groups.³⁰⁹ This makes it all the more important to provide sufficient financial resources to inclusive child and youth work in the coming years, so that even beyond the current crisis due to the pandemic it can "continue to do a good job in enabling all people, regardless of gender, social status, ethnicity, religious affiliation or age, to live a vibrant life with equal opportunities".³¹⁰

In order for inclusive child and youth work facilities to be perceived as places of successful integration, acceptance and lived diversity, it is important to regularly examine the existing services' accessibility to different user groups. Until 2016, no differentiated data existed on the usage behaviour of young immigrants. With the resolution of the Youth Welfare Committee on the (financial) support of volunteer child and youth welfare organisations in 2017/18, the mandate for an in-depth analysis of young refugees' access to the services of inclusive child and youth work came into being. For this purpose, a questionnaire was prepared and distributed at the beginning of 2017 (April/May as an exemplary period) for agencies funded by the Youth Welfare Office in the area of child, youth and family support (excluding school social work).³¹¹

Overall, the response rate (41 responses) was about one third of the funded services. However, the survey results were not representative, "as the reasons for non-response generally appear not to be random. It can be assumed that the majority of the service providers that did not respond had a content-related reason, such as reaching only a few or no newly immigrated people."³¹² Nevertheless, it was deduced from the findings of the survey that a high number of refugees were reached in facilities providing child, youth and family work.

In the months of April and May 2017, a total of 8,379 young refugees visited the 41 service providers.³¹³ It is important to bear in mind that these are contacts, which is not the same as the number of people.³¹⁴ A closer look at the results also showed that just over half of the stated number of users in the survey period pertained to only seven specific integration support services³¹⁵ and that the overwhelming proportion of service providers (34 out of 41) recorded less than half of the reported users. In view of the assumption expressed above that the majority of the agencies that did not participate in the survey may have reached only a few or no young refugees, the question arose as to what extent an unambiguous conclusion can be drawn from the available results on the use of the services as a whole. It was established that there was a clear need for action on intercultural orientation and inclusiveness, including addressing the existence of barriers to access. This applied to all regular work with children, young people and families.³¹⁶

As a result, in 2017, the planning framework for child and youth welfare in Dresden stipulated that the "intercultural inclusiveness of all areas and types of services, as well as the integration of immigrants" is to be promoted as an

³⁰⁸ State Capital Dresden. Execution of the resolution: Planning Framework for Child and Youth Welfare in Dresden, Part IV Specific Part Planning Report on Child and Youth Protection. V3306/19. JHA/005/2020.

³⁰⁹ Cf. Offene Kinder- und Jugendarbeit, Arbeitsgemeinschaft Jugendfreizeitstätten Baden-Württemberg e.V.: Inclusive Child and Youth Work. Principles and Benefits. Stuttgart o. J., p. 3. https://www.agjf.de/files/cto_layout/Material/PDFs/AGJF-Broschuere-web.pdf, available on 19 November 2020.

³¹⁰ State Capital Dresden. Integration & Foreign Citizens Advisory Committee: Youth welfare and equal opportunity services that work with immigrants are threatened with cuts! Position paper and resolution of 14 October 2020.

³¹¹ Cf. State Capital Dresden. Youth Welfare Office: Access for young people with refugee experience to inclusive child and youth work. Dresden 2017, p. 1.

³¹² Cf. *ibid.*

³¹³ Cf. *ibid.*, p. 2.

³¹⁴ Cf. *ibid.*

³¹⁵ Cf. *ibid.*, p. 4.

³¹⁶ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Statement of 29 September 2017 on the evaluation of the survey "Access for young people with refugee experience to inclusive child and youth work".

overarching topic in the medium term of three to five years.³¹⁷ The current draft of the planning report on intercultural inclusiveness (April 2021) describes the various developments in recent years and elaborates future priorities for enhancing intercultural inclusiveness in child and youth welfare services. This includes, for example, the development of specific formats of parental work in the context of inclusive child and youth work.³¹⁸ In the draft, however, it remains open to what extent measurable progress has been made with regard to child, youth and family services following the increased commitment to the intercultural inclusiveness of child and youth welfare services in recent years. This is very important, especially in comparison with the results of the 2017 survey.

The draft planning report also takes up the nationwide expert discourse on the need for specific child and youth welfare services for (young) people with an immigration background. It concludes: "In summary, the provision of specialised services and concepts tailored to immigrants does not appear to be a sufficient answer to the question of impeded participation, but it can make this possible or at least easier in specific situations. Against this background, there is no vote for or against target group-specific services – both approaches are justified, based on corresponding (social) educational concepts. Ultimately, however, it is more important to take a look at the living environment of migrants – just as it is for people without a migration background – and to provide needs-based services on this basis."³¹⁹ It should be noted that, as long as child and youth welfare services do not succeed in providing interculturally inclusive services as required, specific services and concepts do not lose their right to exist in Dresden and must not lose them for technical or integration-political reasons

Challenges for the coming years will be

- to ensure sufficient financial support for services in the area of work with children, young people and families
- to enable children, young people and families with an immigration background to have access to all inclusive child and youth work services
- to initiate a root cause analysis of the services offered by inclusive child and youth work, within which the target group has hardly been represented so far, in order to identify and dismantle barriers to access and to promote processes of intercultural inclusiveness
- to further support the conceptual development of the existing services
- to further develop professional approaches for promoting agency, self-efficacy and personal responsibility in immigrant children, young people and their parents
- to expand the work with migrant organisations and agents involved in integration who are active in the district

Creating gender equality in the use of services for children, young people and families

In the evaluation of the survey of young refugees' access to child, youth and family work services, it became clear that the proportion of male users was much higher than the proportion of female users. This was clearly reflected in the responses of the institutions surveyed.³²⁰ The proportion of female users for both months averaged 21 per cent, which was significantly lower than the average for male users at around 67 per cent. In terms of numbers, the use of services by young male refugees, with 2,700 and 2,950 statements in the months of April and May, exceeded the participation of female refugees, with 784 and 963 uses respectively, more than threefold.

³¹⁷ Cf. State Capital Dresden. Execution of the resolution: Planning Framework for Child and Youth Welfare in Dresden. General part (Part I); Overarching issues (Part II). V1772/17. JHA/045/2017.

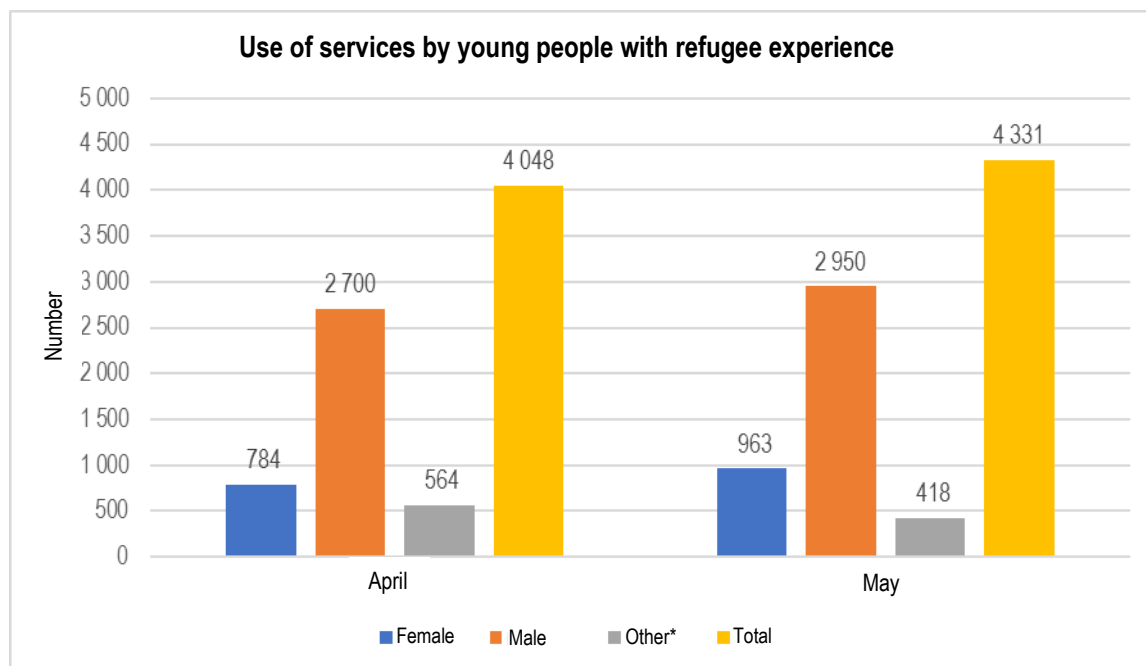
³¹⁸ Cf. State Capital Dresden. Youth Welfare Office: planning report "Intercultural inclusiveness of all areas and types of services, as well as integration of migrants including the concept for the integration of people with an immigration background in the state capital Dresden". Draft. Dresden April 2021, p. 35 f.

³¹⁹ Cf. *ibid* p. 43 f.; preliminary work dated 22 June 2021.

³²⁰ Cf. State Capital Dresden. Youth Welfare Office: Access for young people with refugee experience to inclusive child and youth work. Dresden 2017, p. 3.

Figure 28: Access of young people with refugee experience to inclusive child and youth work in the months of April and May 2017 by gender in Dresden

Source: Cf. State Capital Dresden. Youth Welfare Office: Access for young people with refugee experience to inclusive child and youth work. Dresden 2017, p. 3, in-house presentation.



The "Office for Work with Girls and Young Women" has exchanged views on the current situation in Dresden in the specialist working group "Girls and Young Women", as well as with representatives from practice in the area of child, youth and family support and "assistance with parenting". The conclusion from this exchange was, among other things, that immigrant girls* and young women* in Dresden are still seldom accessing child and youth welfare services. This statement is also in line with the findings of the "Special Unit for Immigration in the Context of Youth Welfare", according to which, child and youth welfare services reach girls* and young women* less often, and this is particularly true for those from immigrant families.³²¹

In the above-mentioned exchange, it became apparent that young women* and girls* do not form a homogeneous group and often remain invisible as a target group due to the complexity of their individual life circumstances and the challenges they face (e.g., family worries, fears for the future, health/illness, [sexualised] violence).³²² Also, young immigrant women* sometimes have the feeling of being strongly integrated into family structures and the feeling of responsibility this entails. Other challenges can be language barriers and insufficient gender-awareness of interpreters.³²³ Likewise, possible discrimination on multiple levels (sexism, racism, classism) can be seen as an obstacle. Good accessibility was achieved through outreach and gender-neutral, low-threshold services for the whole family in public spaces. As necessary, spaces can be created that are open, protective and experimental, for young immigrant girls* and women*, free of potential family control. Furthermore, the professionals interviewed emphasised that gender-neutral spaces and services were "not to be understood as an affirmation of gender-segregating traditions" of other "culture and value circles", but rather as a low-threshold approach to access appropriate to the target group.³²⁴ This requires awareness-raising at all levels, discussion and (self-)reflection, as well as a service structure that corresponds to the interests, needs and life circumstances of the recipients and works without stigmatisation and in a way that is critical of discrimination. The current concerns of girls* and women* should be taken seriously, and they should be actively addressed and allowed for in planning processes. There is also a need for a shelter where young immigrant women* can share their experiences and support one another. One-off actions

³²¹ Cf. Ausländerrat Dresden e. V. Special Unit for Immigration in the Context of Youth Welfare: Preliminary work dated 19 November 2020.

³²² Cf. State Capital Dresden. Youth Welfare Office: Access for young people with refugee experience to inclusive child and youth work. Dresden 2017, p. 9.

³²³ Cf. *ibid.*

³²⁴ Cf. *ibid.*

were not considered to be very effective. Instead, gender-sensitive and racism-critical empowering approaches should be anchored and consolidated.³²⁵

At this point, the importance of intersectional consideration also becomes clear. Increased cooperation with other agencies in terms of content is considered helpful and productive. In this context, it is necessary to make the resources required for an adequate exchange of expertise consistently available to the agencies.

For the entirety of child and youth welfare services, the challenges in the next few years will be:

- to continuously analyse the needs of the recipients, and to push for the creation and anchoring of low-threshold, gender-neutral support and consultation services for young immigrants, especially young women* and girls*
- to expedite the qualification of professionals, especially with regard to a gender-conscious perspective and a sensitivity to the varied, multi-layered life circumstances of young immigrant women* and girls*
- to increase the number of female* professionals with an immigration background
- to continue to provide the necessary resources to strengthen existing networks and to ensure adequate professional exchange

Raising the profile of services for families and "assistance with parenting"

The draft planning report on intercultural inclusiveness (April 2021) indicated that families with an immigration background have not yet sufficiently taken advantage of the full breadth of the service area "supporting parenting within the family". Family centres are still too high-threshold for immigrant families, and there are few services tailored to these families (see also the "Early childhood education" sphere of activity). Families with an immigration background are also under-represented at parental counselling centres. However, good experiences resulted from cooperation with the Caritasverband für Dresden e. V. and its family immigration service.³²⁶

The draft planning report identifies the following priorities, among others, which are also of fundamental importance for "supporting parenting within the family": creation of migration-sensitive access to facilities, use of language and cultural mediators, networked structures – also encompassing migrant associations – for pedagogical work and its implementation, family education outreach, and the creation of comprehensive opportunities for participation.³²⁷

The draft planning report on intercultural inclusiveness goes into great detail about the general social services of the Youth Welfare Office and "assistance with parenting".³²⁸ Quantitatively speaking, there was no significantly higher performance density in families with an immigration background compared to German families. However, general social services were accessed significantly more frequently by immigrant parents or their children than by families without an immigration background. 42 per cent of immigrant family cases were transferred to "assistance with parenting", and in about 25 per cent of cases the families received counselling. In 19 per cent of cases, child welfare risks were examined and in three per cent, children were taken into custody. As with families without an immigration background, the issues that triggered intervention included violence, separation/divorce, custody/access, parenting and school problems, and addiction.

The draft planning report identifies the following focal points for the further development of "assistance with parenting" services: the existence of intercultural guidelines, the creation of migration-sensitive approaches, the intercultural adaptation of the assistance plan procedure, and networking within the social services landscape in order to facilitate successful transitions for recipients.³²⁹

A statement from "Working Group DaZ" also points out that, among General Social Services specialists, school social workers experience great personal and professional uncertainty around the subject of migration-sensitive

³²⁵ Cf. *ibid.*

³²⁶ Cf. State Capital Dresden. Youth Welfare Office: planning report "Intercultural inclusiveness of all areas and types of services, as well as integration of migrants including the concept for the integration of people with an immigration background in the state capital Dresden". Draft. Dresden April 2021, p. 37 f.

³²⁷ Cf. *ibid.*, p. 40 ff.

³²⁸ Cf. *ibid.*, p. 38 ff.

³²⁹ Cf. *ibid.* p. 44 f.

child protection. They encourage suitable advanced training, expanded intercultural inclusiveness of the General Social Services and improved networking with migration consultation services.³³⁰

Safeguarding the best interests of the child in the context of measures terminating residence

The situation of children and young people during the period of asylum proceedings is characterised by numerous restrictions. Their situation becomes particularly precarious when a negative decision is reached on the asylum application and the family is obliged to leave the country. If the family does not leave the country within the specified period of time, the family members become subject to an enforceable obligation to leave the country. They are then threatened with the execution of a residence-terminating measure (deportation). Due to so-called "obstacles to deportation", the families are then often in a state of "suspension of deportation" for an indefinite period of time. For the families, this means they live in constant fear of being deported without warning at any time. Often, this also concerns children who were born in the Federal Republic of Germany and/or have been living and socialised here for many years, attending day care centres or schools.

According to Article 3 of the UN Convention on the Rights of the Child, the best interests of the child are a consideration that must be given priority in all actions taken by either the public or private sector.³³¹ This is also required in connection with measures terminating residence. The question of whether a deportation in itself constitutes a dangerous intervention in the best interests of the child has so far been denied or not answered clearly by the courts. Therefore, even if it can be assumed that deportation represents a drastic, sometimes traumatic intervention in the life of every child, no general endangerment of the child's well-being through deportation can be claimed, so that further circumstances must be added to establish endangerment of the child's well-being. As there have been repeated cases in Dresden in which the best interests of the child were notably infringed in connection with deportations, the Youth Welfare Committee took the initiative and drafted the motion "Ensuring the best interests of children during deportations", which was passed in the autumn of 2018.³³² Professionals in all areas of social work were invited to participate. The Mayor, and consequently the Youth Welfare Office, were tasked with developing an audit procedure.

The decision contained several objectives which, taking into account the circumstances, should minimise endangerment of the best interests of the child during deportations. For example, children should not be removed from day care centres or educational institutions, should only be deported during the day, and only if this does not separate families. Minors in the custody of the Youth Welfare Office should not be deported at all. In addition, the Mayor was tasked with developing a procedure to check for possible infringement of the best interests of the child in the case of planned measures to terminate residence. The Dresden Immigration Office was also instructed to ensure that any violation of the best interests of the child is examined and, if necessary, any obstacles to deportation related to the best interests of the child are determined before measures are taken to terminate residence.

In the view of the "Young Immigrants" specialist working group, the Youth Welfare Office has not fully complied with these mandates.³³³ The members of the specialist working group justify this by stating that the "Recommendations to ensure the best interests of the child in the case of measures terminating residence" of 12 December 2018, drawn up by the Youth Welfare Office, do not describe a procedure that regulates how to proceed when professionals see the best interests of the child at risk in a specific case due to planned deportation, or due to endangering circumstances that the minor in question finds himself or herself in as a result of the deportation. There is also no statement as to when, how and with what aim the Immigration Office should be involved. Thus, the current situation with regard to ensuring the best interests of the child in the case of deportations is still unsatisfactory even after the decision by the Youth Welfare Committee. Consistent implementation of the resolution must be demanded here.³³⁴

³³⁰ Cf. Working Group DaZ of the UnterfachAG school social work at high schools: Feedback on the analysis of the municipal spheres of activity. Preliminary work dated 22 April 2021.

³³¹ Cf. UNICEF: The UN Convention on the Rights of the Child. Article 3. <https://www.unicef.de/informieren/ueber-uns/fuer-kinderrechte/un-kinderrechts-konvention>, available on 15 April 2021.

³³² Cf. State Capital Dresden. Execution of the resolution: ensuring the best interests of the child in the event of deportations. A0391/17. JHA/056/2018.

³³³ Cf. Fach-AG Junge Migrantinnen und Migranten: The best interests of the child in the context of measures terminating residence. Preliminary work dated 01 April 2021.

³³⁴ Cf. *ibid.*

Intercultural inclusiveness as an overarching, common theme

With the planning framework for child and youth welfare adopted at the end of 2017, and the overarching task of "intercultural inclusiveness of all areas and types of services and the integration of immigrants"³³⁵ anchored in it, the Youth Welfare Office as a public agency also has a particular responsibility.

Since the diversity in the staff composition of a public office is a significant indicator of the status of intercultural inclusiveness processes, it is also interesting to look at the composition of the employees of the Youth Welfare Office. It was revealed in 2019 that eight employees out of 507 (around 1.6 per cent) had a foreign place of birth.³³⁶ In 2020, a slight increase to 1.8 per cent (nine employees) was recorded (see also the sphere of activity "Intercultural orientation and inclusiveness in the city administration").³³⁷

This low proportion of employees with a foreign place of birth in the Youth Welfare Office does not reflect the diversity of the city's society.³³⁸ If we look at the proportion of employees with an immigration background in the Education and Youth Department (Youth Welfare Office, School Administration Office, Child Day Care Office, Office of the Department, excluding *Eigenbetrieb Kindertageseinrichtungen* (owner-operated children's day care facilities)), which was surveyed for the first time in 2020 on a voluntary basis as part of an employee survey, the clear under-representation of people with an immigration background is also evident here. To the question "Do you have an immigration background (you or at least one parent was not born with German citizenship)?" only 4.9 per cent of respondents answered that they had moved to Germany after 1955 (three per cent) or were born here (1.9 per cent).³³⁹

Obviously, the city administration has not yet succeeded in recruiting employees with an immigration background in this area (either). However, the problem is complex. This is not only about the willingness and desire to increase the proportion of employees with an immigration background, but also about the fact that there are few immigrant applicants with the necessary vocational qualifications. The employment of people with an immigration background with pedagogical degrees and/or relevant practical experience acquired abroad usually fails due to the current professional requirements. The (renewed) acquisition of the necessary qualification via a regular multi-year course of study is not a viable option for many of these professionals in their specific life circumstances. To counteract this problem, the development of lateral entry concepts is conceivable. People with degrees obtained abroad could pursue employment with in-work qualifications (e.g., as social workers) and thus secure their livelihood.³⁴⁰ Therefore, an in-depth analysis of the causes, and the development of solutions, is recommended in coordination with the state authorities.³⁴¹

Nevertheless, the causes of low proportions of employees with an immigration background must not be reduced to the problem of recognition of foreign vocational qualifications alone. Since this group also includes quite a few people who came to the Federal Republic of Germany as children and young people or were born and grew up here, it must also be asked – in future efforts toward intercultural inclusiveness and organisational development within the city administration – why these groups are also not adequately reflected in the workforce. These challenges are addressed by the "Strategic Organisational Development Concept for the Municipality (OEK)", developed in 2018/19. Within this context, an "Action Plan to Increase Diversity in the City Administration" was developed, to be implemented by the General Administration and Personnel Office in cooperation with the offices and departments of the city administration (see also the sphere of activity "Intercultural orientation and inclusiveness in the city administration").

³³⁵ Cf. State Capital Dresden. Execution of the resolution: Planning Framework for Child and Youth Welfare in Dresden. General part (Part I); Overarching issues (Part II). V1772/17. JHA/045/2017.

³³⁶ The proportion of people in the city administration with an immigration background is not recorded due to legal regulations. As a work-around, only data on a foreign place of birth can be used. However, this represents only some of the people with an immigration background and may also include people who were born abroad but do not have an immigration background.

³³⁷ Cf. State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 08 April 2020 and 08 May 2020.

³³⁸ This can also be demonstrated by comparing the proportion of foreign nationals living in Dresden to the total population of Dresden with the proportion of employees with a foreign place of birth.

³³⁹ Cf. State Capital Dresden. General Administration and Personnel Office: individual Education and Youth Department report on the staff survey within the framework of the implementation of the strategic organisational development concept. Dresden 2020. Slide 26.

³⁴⁰ Cf. *Ausländerrat Dresden e. V.* Special Unit for Immigration in the Context of Youth Welfare: Preliminary work dated 19 November 2020; *Dachverband sächsischer Migrantenorganisationen e. V.*: Position paper for the Dresden Integration Concept 2022-2026. Dresden 2021, p. 40.

³⁴¹ Initial approaches to the recognition/partial recognition of qualifications acquired abroad in the field of social work exist, for example, at the University of Applied Sciences Dresden in cooperation with the Protestant University of Applied Sciences Dresden.

Just as in the Youth Welfare Office, it is also important to increase the proportion of professionals with an immigration background in independent child and youth welfare facilities. Unfortunately, there is no meaningful data on this across all institutions in Dresden.

In the changing urban society, all professionals working in child and youth welfare must have intercultural competencies. This requires constant self-reflection on one's own values, roles and attitudes, and forms the basis for gender-sensitive and racism-critical work. Accordingly, the resolution of the Youth Welfare Committee included "intercultural and democratic competence" as a fundamental working principle of child and youth welfare.³⁴² Likewise, continuous training of and regular exchange amongst professionals, in areas such as democracy, respect, diversity, intersectionality and the reduction of symptoms of hostility towards particular groups, are indispensable. This applies to professionals in all types of child and youth welfare services.

The literature indicates that inclusiveness of target groups that have not been reached or have been inadequately reached so far is a continuous, long-term and resource-bound development process that takes place on all levels. The current draft of the planning report on intercultural inclusiveness (April 2021) draws an initial positive balance and, with a view to further profiling child and youth welfare services, it outlines, among other things, the following focal points: migration-sensitive, multilingual public relations work, extensive opportunities for participation and involvement, multilingual services and increased, targeted networking, and regular advanced training of specialists on political issues and didactics and methodology of political education.³⁴³

However, according to the Special Unit for Immigration in the Context of Youth Welfare, only a few providers work continuously on the inclusiveness of their facilities and services. From the point of view of this Office, corresponding activities are often only sporadic and incident-related. The Office also regrets that, unfortunately, reporting on the overarching themes was planned only for the end of the planning period and that no evaluation of intermediary status was planned.³⁴⁴ For future reporting periods, however, such enquiries are to be made by the Youth Welfare Office. In its "Position Paper for the Dresden Integration Concept 2022 to 2026", the Dachverband sächsischer Migrantenorganisationen e. V. (umbrella organisation of Saxon migrant organisations) also formulated the necessity for broader intercultural inclusiveness of all child and youth welfare facilities, placing emphasis on youth centres.³⁴⁵

Another component of process of intercultural inclusiveness is the removal of barriers to access, so that immigrant children, young people and families are granted unrestricted access to all services. Consequently, even greater attention must be given to multilingualism in practice in public offices and services, as an important factor in building trust and reducing barriers to access. This includes the language skills of existing staff, as well as multilingual information and use of the community interpreting service.

The "INTEGRATION self-check" is a possible tool to support processes of inclusiveness, serving as a point of reflection in work with the target group. The self-check "was developed by the Youth Welfare Office, the Social Welfare Office and the Office of the Integration and Foreigners' Commissioner in cooperation with independent child and youth welfare providers within the framework of the federal 'Welcome Among Friends – Alliances for Young Refugees' programme."³⁴⁶ The influence of consolidated findings in subsequent reflections provides cumulative learning experiences that contribute to the steadily improving process of making services more inclusive. The "INTEGRATION self-check" was introduced in 2018 in all inclusive services for children, young people and families in Dresden. Its use is recommended.

Given that intercultural inclusiveness is of central importance, integration work and intercultural inclusiveness must be understood and recognised as long-standing processes and cross-cutting tasks. In this respect,

³⁴² Cf. State Capital Dresden. Execution of the resolution: Planning Framework for Child and Youth Welfare in Dresden. General part (Part I); Overarching issues (Part II). V1772/17. JHA/045/2017.

³⁴³ Cf. State Capital Dresden. Youth Welfare Office: planning report "Intercultural inclusiveness of all areas and types of services, as well as integration of migrants including the concept for the integration of people with an immigration background in the state capital Dresden". Draft. Dresden April 2021, p. 45 ff.

³⁴⁴ Cf. Ausländerrat Dresden e. V. Special Unit for Immigration in the Context of Youth Welfare: Preliminary work dated 19 November 2020.

³⁴⁵ Cf. Dachverband sächsischer Migrantenorganisationen e. V.: Position paper for the Dresden Integration Concept 2022-2026. Dresden 2021, p. 41.

³⁴⁶ State Capital Dresden. Youth Welfare Office: INTEGRATION self-check. Dresden 2018.

intercultural inclusiveness in child and youth welfare cannot be regarded as complete after the end of the planning 2020 period, but requires ongoing implementation in all areas and types of services, and requires sustainable structures and flexibility in order to meet the constantly varying challenges of an immigration society.

At the same time, it can be stated that important processes of intercultural inclusiveness have been initiated in all types and areas of child and youth welfare services, following the decision on overarching themes by the Youth Welfare Committee in 2017. Even after the resolution of the planning report on intercultural inclusiveness by the Youth Welfare Committee 2021, this issue must – at least in the medium term – be prioritised in future planning and quality development processes.

Challenges for the entire child and youth welfare system in the coming years include:

- continuing the process of intercultural inclusiveness in all areas and types of services
- developing and offering further training for professionals/skilled workers on the transfer of democratic understanding, respectful interaction and the reduction of discrimination as well as symptoms of hostility towards particular groups
- raising awareness among child and youth welfare professionals of further training in intercultural competence, communication and diversity competence
- consolidating gender-sensitive, racism-critical, empowering approaches in all services in a needs-oriented manner
- systematically increasing the proportion of multilingual employees and employees with an immigration background in the Youth Welfare Office and independent child and youth welfare providers and, in this context, engaging in lateral entry concepts together with state authorities
- developing the language skills of the professionals in the Youth Welfare Office and independent providers
- continuing to secure professional support and guidance for providers and facilities and thus raising the awareness and qualification level of professionals in all child and youth welfare services in the areas of diversity and intercultural inclusiveness.

Societal and social integration, self-organisation and political participation

For the sphere of activity "Societal and social integration, self-organisation and political participation" in Dresden, the "Integration Concept 2015 to 2020" named the following medium-term goal:

*"By 2020, Dresden will increase the inclusion of people with an immigration background in political and social life."*³⁴⁷

The following short-term objectives were derived from this, to be actioned by the city administration:

*"Dresden uses all available means to include people with an immigration background on an equal footing in political and social life."*³⁴⁸

In this sphere of activity, the city administration has numerous points of contact to increase opportunities for participation. These include, for example, frameworks made available for:

- the activities and election of the Integration & Foreign Citizens Advisory Committee
- the emergence and ongoing work of migrant organisations
- the exercise of volunteer work and its recognition
- involvement in the activities and decision-making processes of the city administration and city council
- participation in urban surveys that form the basis of subsequent strategies/planning
- targeted advertising for the pathway to naturalisation.

Furthermore, this sphere of activity seeks to promote a climate in politics and society that is characterised by mutual respect, cohesion and open-mindedness.

Integration requires identification and a sense of belonging. A central prerequisite for a sense of belonging is integration into social networks and participation in life in all its facets. Social isolation and the feeling of social exclusion are a threat to integration. Persistent uncertainty about prospects and opportunities for participation also have a negative impact.³⁴⁹

Integration & Foreign Citizens Advisory Committee elections enable (partial) political participation

People from third countries still have no active or passive right to vote in local elections in the Federal Republic of Germany. People, some of whom have lived here for decades and are integrated, are thus not granted an important opportunity to shape politics at the municipal level – in contrast to 15 other states of the European Union. An important demand from state-level and national immigrants' interest groups is therefore the introduction of a right to vote in municipal elections for third-country nationals.³⁵⁰

In order to improve political participation in Dresden, the Foreign Citizens Advisory Committee has been operating since 1996 as an advisory body for local politics and as a political advocate for immigrants. The Committee was renamed "Integration & Foreign Citizens Advisory Committee" in 2015. It has 20 active members, including eleven with an immigration background, who are elected and then confirmed by the city council, and nine city council members. The members of the Advisory Committee are newly elected every five years. Eligible voters are anyone who is not a German within the meaning of the Constitution, who has reached the age of 18 on the day of the election, and who has been living in Dresden as their main place of residence for at least three months.

³⁴⁷ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 85.

³⁴⁸ Ibid.

³⁴⁹ Cf. Malteser Foundation Migration Report (ed.): Facts, Not Feelings. Malteser Migration Report 2019. Community Participation – Refugee Integration. Cologne 2019, p. 96 ff. https://www.malteser.de/fileadmin/Files_sites/malteser_de_Relaunch/Presse_Medien/Publicationen/Migrationsbericht/MalteserMigrationsbericht2019_webES.pdf, available on 05 May 2020.

³⁵⁰ Cf. for example: Dachverband sächsischer Migrantenorganisationen e. V.: For more participation of people with international biographies/family histories and for the observance of their (basic and human) rights in the Free State of Saxony. A list of demands. Dresden 2019, p. 17 f.

New election regulations came into force on 07 February 2019. Since then, the election has been conducted exclusively as a postal vote. Nominations could be submitted only by individual candidates. Election of the Advisory Committee took place in Dresden on 1 September 2019. 36,596 eligible voters were called to cast up to three votes. The number of eligible voters increased by around 60 per cent compared to the 2014 election, having already increased by 26 per cent when comparing the 2009 and 2014 elections.^{351/352}

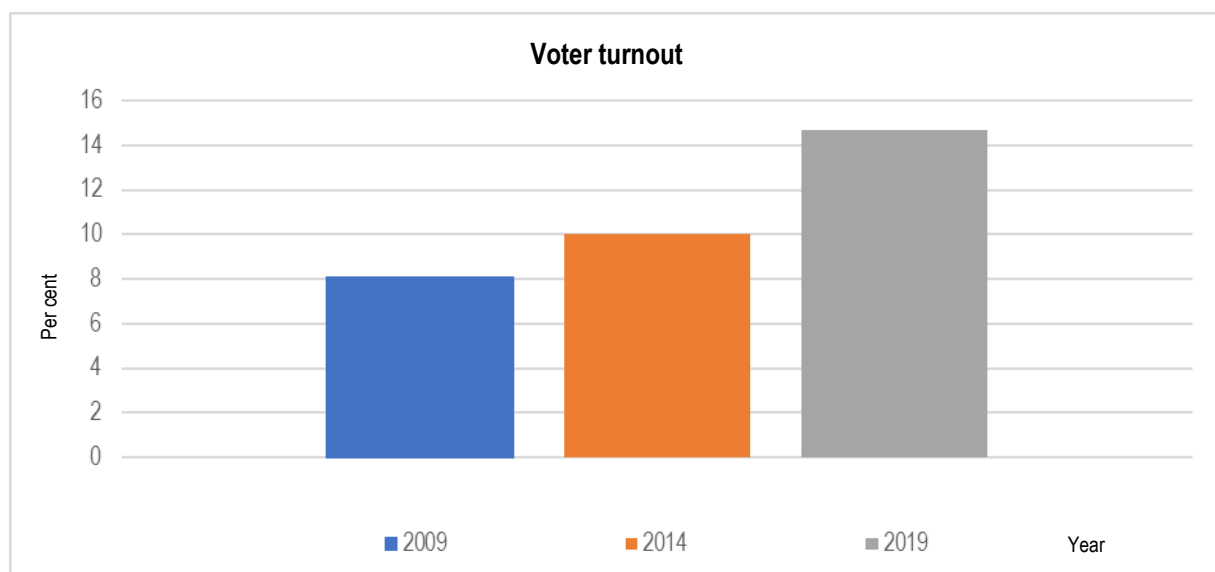
In 2019, seven female* candidates and 19 male* candidates from different countries of origin (including Syria, Iran, Iraq, Pakistan, Vietnam, Eritrea, Russia, China, Hungary, Azerbaijan, Turkey) stood for election, some of them naturalised, some of them recent Dresden residents. Unfortunately, there were no candidacies submitted by people from countries such as Afghanistan, numerous African countries, North, Central and South America and some Eastern European countries.

Five years earlier, twelve female* candidates and 28 male* candidates stood for election. Of these, 14 were submitted via a joint election proposal, which was still permissible at the time.³⁵³ However, it turned out shortly before the election that the proposal had not been set up transparently, albeit lawfully, by the German initiator.

The turnout in 2019 was 14.7 per cent citywide. In the four official constituencies, it varied between 14 per cent (Dresden-Plauen, Dresden-Cotta, western localities) and 15.6 per cent (Dresden-Blasewitz, Dresden-Leuben, Dresden-Prohlis).³⁵⁴ This was a remarkable increase, albeit still at a low level. In 2014, the turnout was ten per cent and five years earlier 8.1 per cent.³⁵⁵

Figure 29: Development of voter turnout for the election of the Integration & Foreign Citizens Advisory Committee 2009 to 2019 in Dresden (in percent)

Source: Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 05 November 2019 and 04 May 2020, in-house representation.



What is striking when comparing the years 2014 and 2019 is that, with the switch to postal voting, the number of invalid ballots increased disproportionately. In 2014, there were 55 invalid ballots; in 2019, there were 446. A ballot is invalid if, for example, it is received too late, the ballot paper or ballot slip are missing, or if the prescribed declaration has not been filled out.³⁵⁶ These are different from invalid votes, the number of which was exactly 42

³⁵¹ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 05 November 2019.

³⁵² Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 54, in-house calculation.

³⁵³ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 30 April 2020.

³⁵⁴ Cf. State Capital Dresden. Election Committee: official result of the Integration & Foreign Citizens Advisory Committee election 2019. <http://wahlen.dresden.de/2019/iabw/index.html>, available on 29 April 2020.

³⁵⁵ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 05 November 2019 and 04 May 2020.

³⁵⁶ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 30 April 2020.

in 2014 and 91 five years later.³⁵⁷ The high number of invalid ballots is an indication that the postal voting procedure is not always transparent to eligible voters.

In the run-up to the election, five events took place across the city, at which the candidates introduced themselves. Preparations for the election were accompanied from spring 2019 onwards by numerous campaigns (circulars, updated multilingual website, refugee aid newsletter, digital advertising on public transport, multilingual information leaflets, series of public talks, letters from integration experts, etc.) in order to increase awareness of the Advisory Committee and publicise the election process. It turned out that many eligible voters were not even aware of the committee.

Two women* and nine men* were elected and confirmed by the city council in 2019, six of whom had already served on the Advisory Committee in the previous term. Due to differing legal opinions between the city administration and the Saxony State Directorate, the new Advisory Committee could not begin its work until the end of January 2020. Until then, the previous Advisory Committee continued to meet.

Challenges for the coming years will be

- to further increase voter turnout for the next Advisory Committee election
- to attract people from hitherto under-represented countries of origin to run for office
- to further increase the proportion of women* who run for office
- to further optimise public relations work (e.g., through presentations in the run-up to the election, at advisory centres and associations/groups, and through migration social work, on the process and procedure of the election)
- to promote the creation of (shared) advertising media to present the candidates (person, programme)

Raising the professionalism and profile of the Integration & Foreign Citizens Advisory Committee

The electoral period of the Integration and Foreign Citizens Advisory Committee from 2014 to 2019 was marked by a significant increase in the number of refugees, the emergence of the "PEGIDA" movement, and the emergence of open hostility towards particular groups, especially racism in urban society, but also in politics. Consequently, the main focus of the Advisory Committee was its commitment to the humane accommodation and care of refugees by the city administration and its commitment to diversity and open-mindedness to counteract racism. The Advisory Committee exercised its right to speak on both topics in the City Council in 2015. It urged, for example, that the maximum capacity of 65 people in transitional homes be maintained despite a significant increase in the number of refugees. This succeeded insofar as the city council clarified two years later, with the resolution "Improving the quality of accommodation for asylum seekers" (A0282/17, SR038/2017), that the standards for accommodation applicable in Dresden must (again) be complied with (with regard to, among other things, maximum capacity and two-thirds decentralised accommodation).

Members of the Advisory Committee regularly organised their own events within the "International Weeks against Racism" and "Intercultural Days" series, participated in the preparation and implementation of the commemorations of Jorge Gomondai and Marwa El-Sherbini, provided information about their work on the occasion of the annual Intercultural Street Festival and worked as members on various committees (e.g. on the jury of the "Dresden Integration Award" and the "Marwa El-Sherbini Scholarship for Cosmopolitanism and Tolerance", in the monitoring committee of the "Local Action Programme for a Diverse and Cosmopolitan Dresden" as well as in the co-ordination group and in some sphere of activity-related working groups for the implementation of the integration concept). At the same time, individuals took part in demonstrations and rallies against hostility and calling for a cosmopolitan urban society.³⁵⁸ A Facebook page was regularly maintained by the Advisory Committee and a flyer on its activities was published in several editions (German-English) with the support of the Integration and Foreigners' Commissioner.

³⁵⁷ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 05 November 2019, 30 April 2020 and 04 May 2020.

³⁵⁸ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Interim report on the implementation of the concept for the integration of people with an immigration background 2015 to 2020. Part 1 for the years 2015 to 2017; Part 2 for the years 2017 to 2020. Dresden 2018, 2020.

However, it is critical to note that the commitment rested on a few shoulders and thus awareness of the Advisory Committee remained limited among migrant organisations, the city administration, the city council, but also among full-time and voluntary professionals in integration work and urban society as a whole. This was particularly evident in preparation for the 2019 Advisory Committee elections, and certainly had a negative impact on voter turnout. In addition, the public relations work of the Advisory Committee for the election was almost exclusively limited to the advertising of individual candidates. This task was spontaneously taken up and supported by committed actors in integration work within and outside the city administration in order to help the council election succeed.

The Advisory Committee has an annual budget of 5,000 euro. This was used to pay for, among other things, retreats, the production of an information flyer, and the costs of holding or participating in events. More often, however, the budget was not used. For many years, the Advisory Committee has been trying to establish an office. The aim is to make the work more continuous and professional. At the beginning of 2020, an office space was made available in the New City Hall, mediated by the Integration and Foreigners' Commissioner in cooperation with another committee. The new "office" was able to go into operation in April 2020. This can be an important step to further qualify the work and thus increase public awareness and the political success of the Advisory Committee.

For the current election period, the Advisory Committee has set the following priorities:

- The use of the right to be heard and to speak will be intensified, as will the activation of members of the boards.
- An increase in the Advisory Committee's budget is being sought. Depending on the budget situation, the recruitment of an administrative assistant (office worker) is planned.
- The number of meetings is to be increased.
- Public relations work will be improved through media presence (website, Facebook page) and participation in events. Consultation times for immigrants will be offered.
- The number and quality of the Committee's own events and campaigns will be increased.
- Regular exchange will take place with municipal decision-makers and the city council's parliamentary groups.³⁵⁹

Challenges for the coming years will be

- to get more Advisory Committee members involved beyond attending meetings
- to continue to improve the framework of the Advisory Committee's work
- to maintain close cooperation and regular exchange between Advisory Committee members and the migrant organisations
- to raise awareness of and increase the influence of the Advisory Committee in local politics
- to increase awareness and participation in expert committees and
- to professionalise the Advisory Committee's general public relations work and execute it independently.

Naturalisations increase significantly

Naturalisations lead to legal equality and open up access to the full range of opportunities for social and political participation. This includes the right to vote and stand for election, a core area of political engagement in a democracy.

However, naturalisations are also always very personal decisions associated with emotion. On one hand, it presupposes an advanced identification with the Federal Republic of Germany and, on the other, it further strengthens this identification. High formal hurdles to naturalisation, continued strong family ties to the country of origin, but also the limited right to political participation in Germany, can discourage immigrants from becoming citizens. In addition, many people do not want to give up their former nationality, but are waiting for the legal possibility of

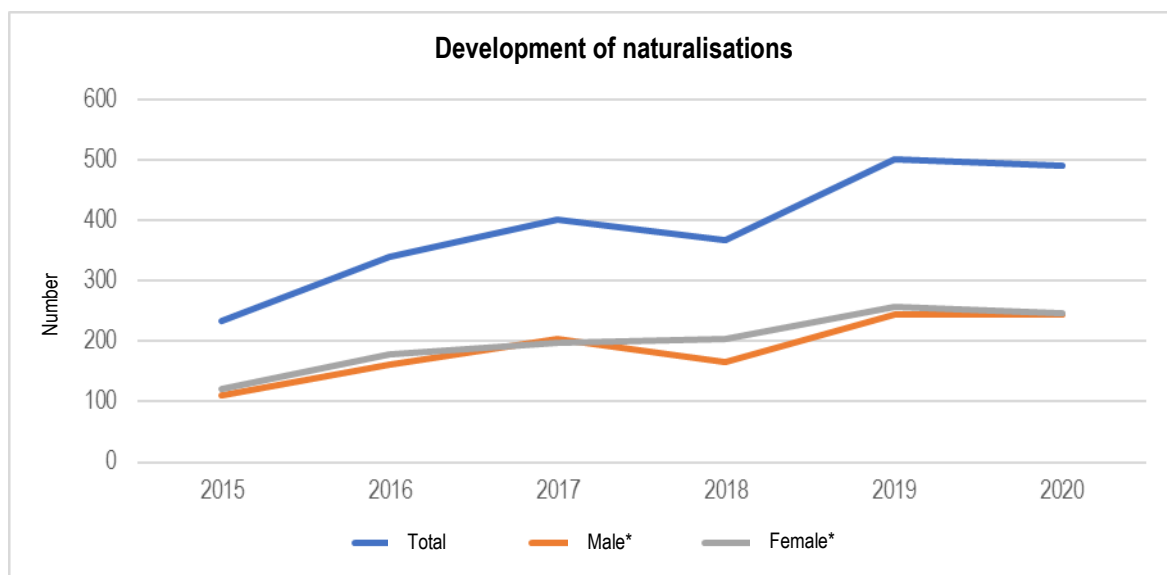
³⁵⁹ Cf. State Capital Dresden. Integration & Foreign Citizens Advisory Committee: Preliminary work dated 04 May 2020.

dual citizenship.^{360/361} The topic of naturalisation was pushed in the Free State of Saxony in 2018 with a naturalisation campaign. Its slogan was "My country, my friends, my decision: yes to naturalisation!". In recent years, naturalisation has hardly featured in local politics in Dresden. Therefore, the developments here should be looked into.

While the number of naturalisations in Dresden declined slightly between 2012 and 2014, they have increased significantly since 2015.³⁶² In 2019, they were the highest so far, with 501 persons naturalised. This means that the number of naturalisations in Dresden has more than doubled since 2015.³⁶³ In 2019, almost a quarter (24 per cent) of all naturalisations in the Free State of Saxony took place in Dresden.³⁶⁴ In 2020, 491 people were naturalised in Dresden, despite access to the municipal offices being more difficult due to the pandemic.³⁶⁵

Figure 30: Development of the number of naturalisations in total and by gender 2015 to 2020 in Dresden

Source: Cf. State Capital Dresden. Citizens' Office: Naturalisations in Dresden 2015 to 2020. Preliminary work dated 06 May 2020 and 13 January 2021, in-house representation.



Whereas about the same number of men* and women* were naturalised in Dresden in the years from 2015 to 2017, in 2018, the number of naturalisations decreased for men* (165) compared to women* (203). Since 2019, approximately as many women* as men* have been naturalised each year, with a slight predominance of naturalised women*.³⁶⁶ In 2020, 247 women* and 244 men* were naturalised.³⁶⁷

Most people naturalised in Dresden in recent years came from third countries. But people from the European Union were also naturalised.³⁶⁸

³⁶⁰ Cf. Friedrich Ebert Foundation: Municipal Integration Policy. A Recommendation for Municipal Practice. Bonn 2018, p. 104. <https://library.fes.de/pdf-files/akademie/kommunal/14585.pdf>, available on 25 June 2020.

³⁶¹ Cf. Multikulturelles Forum e. V.: Einbürgerung: Ein + für Sie! Final Report on Integration Through Naturalisation, n.p. 2014, p. 4, 20. https://www.multikulti-forum.de/system/files/2019-08/web_Einbürgerungsprojekt_Plusbroschüre_Abschlussbericht_MkF.pdf, available on 06 July 2020.

³⁶² Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2015 to 2019 according to selected characteristics, Kamenitz 2020. Preliminary work dated 29 May 2020.

³⁶³ Cf. *ibid.*

³⁶⁴ Cf. Destatis Federal Statistics Office: Finding 12511-0013. Naturalisation of foreign nationals: Federal states and foreign countries, years, country groupings/citizenship, age groups/gender/marital status. https://www-genesis.destatis.de/genesis/online?operation=find&suchanweisung_language=de&query=12511#abreadcrumb, available on 08 June 2020, own calculation.

³⁶⁵ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 14 January 2021.

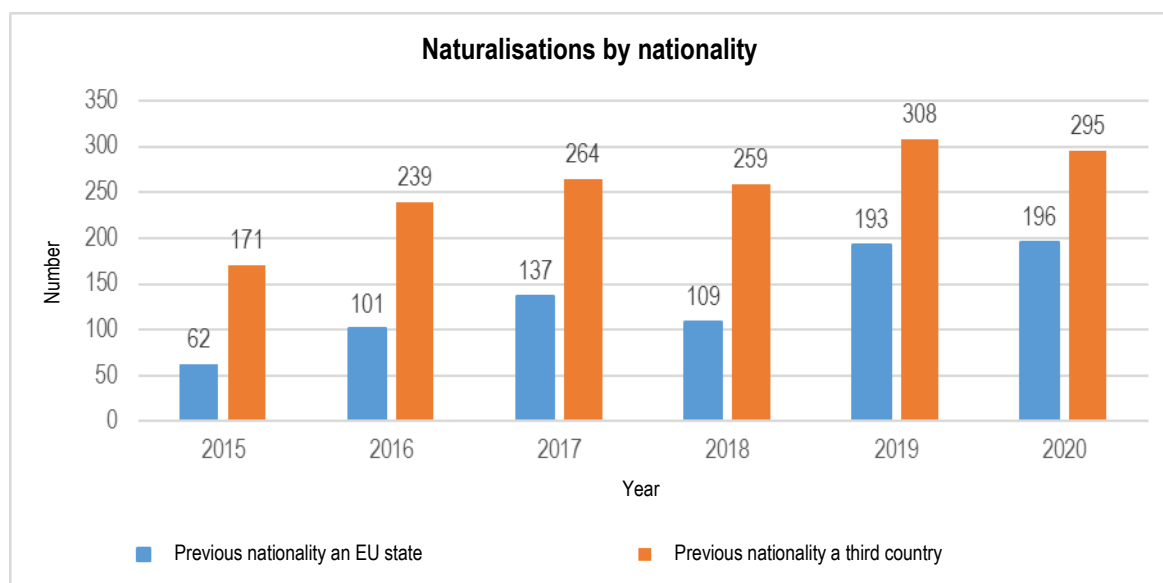
³⁶⁶ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2015 to 2019 according to selected characteristics. Kamenitz 2020. Preliminary work dated 29 May 2020.

³⁶⁷ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 14 January 2021.

³⁶⁸ Cf. State Capital Dresden. Citizens' Office: Preliminary work dated 06 May 2020.

Figure 31: Development of the number of naturalisations 2015–2020 in Dresden by citizenship of European Union states and third countries

Source: Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2015 to 2019 according to selected characteristics. Kamenitz 2020; Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2020 according to nationality. Kamenitz 2021. Preliminary work dated 29 May 2020 and 09 June 2021 in-house representation.



In 2019, Ukraine (57), Syria (46) and Vietnam (41) topped the list of naturalisations from third countries.³⁶⁹ In 2020 it was Vietnam (50), Syria (46) and the Russian Federation (32).³⁷⁰

The top three EU regions/countries of origin in 2019 were the United Kingdom (59), Poland (38) and Romania (20).³⁷¹ A year later it was Poland (26), Romania (16) and Italy (9).³⁷²

Even though the naturalisation figures in recent years in Dresden are positive, the issue should be given a higher priority in future in local politics and by the city administration. To this end, it is possible, for example, to specifically recruit for naturalisation. This can be done, for example, via personal letters from the Mayor to immigrants with many years of residence in the Federal Republic of Germany, or through advertising in the media or migrant organisations. Nationwide experience shows that this triggers a high response rate, which is why corresponding resources must also be available in immigration offices at the time – at least temporarily – to process the applications.³⁷³

Migrant organisations record remarkable growth

Migrant organisations promote political, social and economic integration and act as integration catalysts by making it easier to "become a local". They act as a stabilising influence by transmitting values and norms, behaviour and identity through the idea of a common origin, history and language. The development of relationships and networks, through informal/formal self-organisation, creates potential. This enables immigrants who have already been resident for longer periods to help others cope with specific challenges and cushion the pressure to adapt.

³⁶⁹ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2015 to 2019 according to selected characteristics. Kamenitz 2020. Preliminary work dated 29 May 2020.

³⁷⁰ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2020 according to nationality. Kamenitz 2021. Preliminary work dated 09 June 2021.

³⁷¹ Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2015 to 2019 according to selected characteristics. Kamenitz 2020. Preliminary work dated 29 May 2020.

³⁷² Cf. Free State of Saxony. Statistical Office of the Free State of Saxony: Naturalisations in the independent city of Dresden 2020 according to nationality. Kamenitz 2021. Preliminary work dated 09 June 2021.

³⁷³ Cf. Friedrich Ebert Foundation: Municipal Integration Policy. A Recommendation for Municipal Practice. Bonn 2018, p. 104 f. <https://library.fes.de/pdf-files/akademie/kommunal/14585.pdf>, available on 25 June 2020.

Migrant organisations provide information and orientation and serve as a point of contact in cases of exclusion and discrimination, providing representation vis-à-vis the institutions of the host society.³⁷⁴

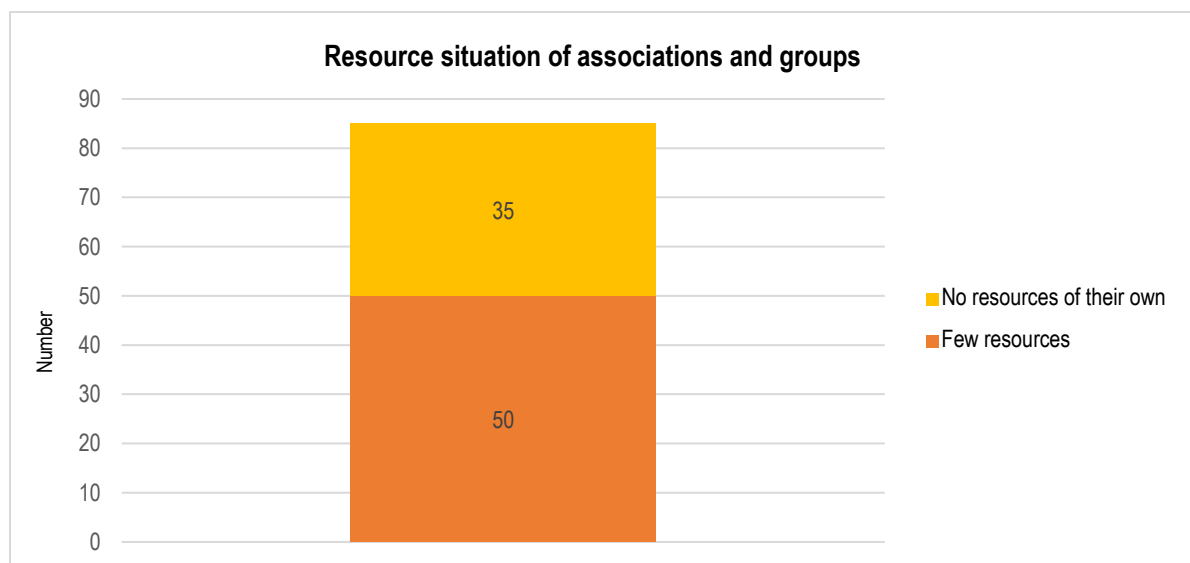
In 2014, there were 32 migrant organisations active in Dresden.³⁷⁵ At the end of April 2020, the Integration and Foreigners' Commissioner was already aware of 90 migrant associations and groups in the city area in which immigrant people organise themselves. Among these were:

- five associations with an overarching intercultural orientation
- 85 associations or groups of people with common countries of origin, language regions or religions.³⁷⁶

The associations with an overarching intercultural orientation have mostly been active in Dresden for many years or even decades. They often have their own facilities and work as providers of social or cultural work. Most of the associations or groups of people with common countries of origin, language regions or religions are equipped with few or no facilities and/or financial resources of their own. Of these, 50 have few resources and 35 have no resources of their own (figures estimated). Some of these have also been active for years or decades. Some of these associations/groups are networked with social or cultural institutions in different sectors, with businesses (e.g., shops, restaurants, businesses whose owners belong to the community) or with associations with an overarching intercultural orientation, and can thus partially use their resources. Around 30 of these associations/groups were established after 2016.³⁷⁷ There are at least eight women's groups among the 90 associations/groups.

Figure 32: Resource situation of associations and groups with common countries of origin, language regions or religions 2020 in Dresden (estimated)

Source: Cf. State Capital Dresden. Integration and Foreigners' Commissioner. List of migrant organisations as of 30 April 2020, in-house calculation and representation.



³⁷⁴ See Reinecke, Meike; Stegner, Kristina; Zitzelsberger, Olga; Latorre, Patricia; Kocaman, Iva: Research Study on Migrant Organisations in Germany. Final Report 2010. Berlin 2020, p. 14 ff. <https://www.bmfsfj.de/blob/94342/bbf84a8a898dde66138874-e2efb6b944/-migrantinnenorganisationen-in-deutschland-abschlussbericht-data.pdf>, available on 05 May 2020.

³⁷⁵ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015-2020. Dresden 2015, p. 53.

³⁷⁶ Cf. State Capital Dresden. Integration and Foreigners' Commissioner. List of migrant organisations as of 30 April 2020, in-house calculation.

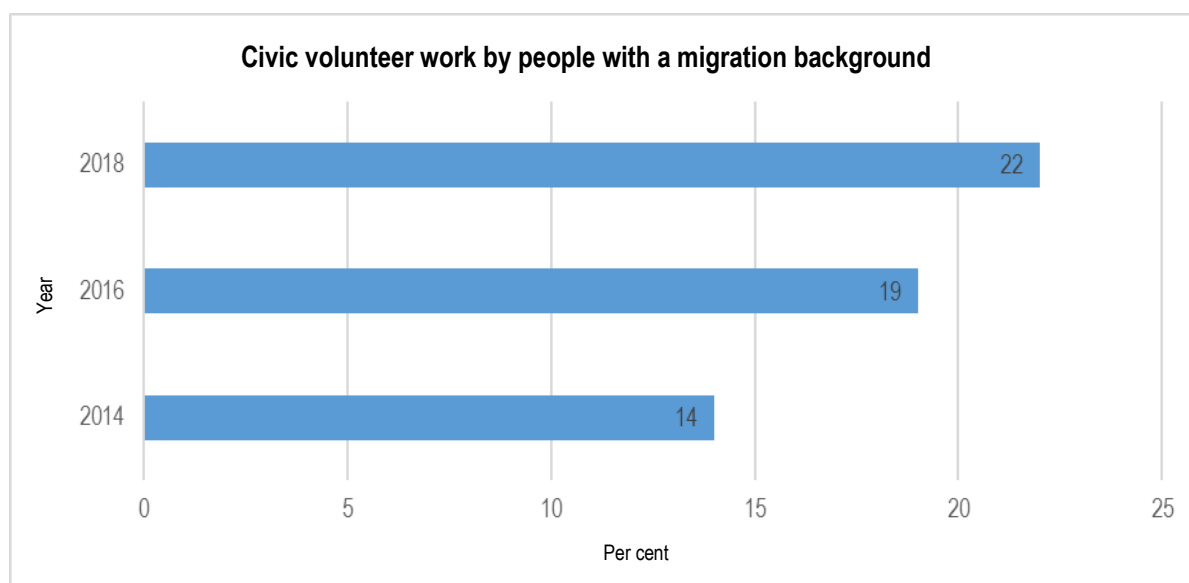
³⁷⁷ Cf. *ibid.*

Dresden's migrant organisations and groups are active in different areas and on different issues, for example:

- community self-help
- cultivating shared traditions and culture of origin
- language classes for children in their mother tongue
- language courses for learning and improving German language skills
- academic support for children
- supporting professional integration
- sporting or artistic activities
- promoting exchange between the countries of origin and Dresden/Saxony/Germany
- political lobby
- political education
- promoting equality for women*
- practice of religion
- promotion of intercultural and inter-religious exchange
- development aid

The growth of migrant organisations and groups goes hand in hand with a continuous increase in the (civic) volunteer work of people in Dresden with an immigration background. This trend was shown in the biennial Municipal Citizens' Surveys from 2014 to 2018.

Figure 33: Development of civic volunteer work by people in Dresden with an immigration background 2014 to 2018 (per cent)
Source: Cf. State Capital Dresden. Municipal Statistics Office: Preliminary work dated 07 May 2020, in-house calculation and representation.



The most important areas in which people with an immigration background volunteered in 2018 included "social/health", "culture" and "education". In some cases, their rate of participation was greater than that of people without an immigration background. However, their participation declined in the areas of "sport", "politics" and "environment". It was also of note that there were areas across all three surveys that received no mentions from people with an immigration background. These included "disaster control" and "garden/garden club".³⁷⁸ For the year 2020, no differentiated data on the civic volunteer work of people with an immigration background is available within the framework of the Municipal Citizens' Survey. It is only known that 15 per cent of the people interviewed with a migration background stated that they were involved in volunteer work.³⁷⁹ Since only a small group

³⁷⁸ Cf. State Capital Dresden. Municipal Statistics Office: Preliminary work dated 07 May 2020.

³⁷⁹ Cf. State Capital Dresden. Municipal Statistics Office: Preliminary work dated 03 March 2021.

of people were asked about civic volunteering, due to a change in the methodology of the Municipal Citizens' Survey, and only a few people with an immigration background answered this question, the 2020 proportion is not directly comparable with previous years.

Addressing the need for support

In 2018 and 2019, the Mayor, together with the Integration and Foreigners' Commissioner, visited numerous migrant associations and groups that had only recently been founded. Among them were people from different countries of origin, for example, Eritrea, Afghanistan, Iraq, Iran, Lebanon, Syria, Senegal, Gambia, Bulgaria, Romania and Turkey. The two-hour discussions focused primarily on the need for urban action to facilitate integration and self-organisation. Many participants reported problems in cooperation with the Immigration Office (see also "Social consultation and care"), everyday racism in urban society, and problems finding space and financial resources for their work. The following needs crystallised:

- Migrant groups need support to set up an association.
- Migrant organisations would like to have an office as a regular weekly contact point and access to larger spaces (also weekly or when needed).
- Migrant organisations already have their own spaces and are looking for regular funding opportunities, as well as support in dealing with application procedures.
- Migrant organisations and groups are looking for large spaces to celebrate the festivals of their countries of origin (renting for a short time), as well as appropriate funding.

It also became apparent that the migrant organisations are not familiar with the existing funding programmes and are very quickly overwhelmed by funding procedures. At the same time, however, the municipality has a variety of funding programmes for project work with financial support for micro-projects from the Social Welfare Office, financial support from the Office for Culture and Monument Protection, from the districts and the mayor's office, etc.

To remedy the situation, the Integration and Foreigners' Commissioner developed a "Municipal Programme for Strong Migrant Communities in Dresden" in 2019³⁸⁰. This formulated the following objectives:

- supporting migrant organisations and groups in the use of existing spaces (according to need)
- supporting migrant organisations in the development of stable structures for the prospective utilisation of existing services

Proposed measures included, for example:

- better publicise the services offered by the "House of Resources" (including support in founding an association or linking up with existing institutions, applying for funding, support in submitting applications) and by the samo.fa+
- establish "engagement bases" in existing institutions (pilot project)
- establish an "engagement advisor" service (pilot project)
- support applications for funding from the relevant public/district offices
- establish "community sponsorships" between communities and public offices that run event programmes (e.g., within the framework of intercultural inclusiveness of the administration)
- increase cooperation between migrant organisations/groups and the city administration for events, in order to make municipal spaces/halls available free of charge
- Integration and Foreigners' Commissioner to conduct a survey of spaces and provide an overview to the Citizens' Concerns Department of the Mayor's Office, the Citizens' Foundation Volunteer Agency, the Social Welfare Office and the "House of Resources"

³⁸⁰ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Municipal Programme for Strong Migrant Communities in Dresden (internal working material). Dresden 2019.

"Engagement bases" are contact points for migrant organisations in existing institutions, for example, in the cultural or educational sector. The provision of permanent, shared office space for five migrant organisations, who each use this space once a week and have the option of temporarily using other rooms in the facility if necessary, could provide start-up support for newly founded migrant organisations for a limited period of no more than three years. The framework for this project would include, among other things, support for the engagement base from the institution and the "engagement advisor", payment of a large proportion of the institution's expenses by the city administration, which would also cover the migrant organisations' own contribution, and the joint selection of migrant organisations by a networking meeting comprised of the institutions involved in the pilot project and representatives from the city administration. On the part of the institution, further synergies can arise through the implementation of an "engagement base", for example, through the recruitment of new full-time and volunteer workers, the development of new target groups, and the stimulation of processes of intercultural inclusiveness. There have been two "engagement bases" in Dresden since 1 November 2020. Their sponsors are the Volkshochschule Dresden e. V. and the Zentralwerk (eG and e. V.). At the same time, an "engagement advisor" has commenced work at the Büro für freie Kultur- und Jugendarbeit e. V., Dresden Culture Office. In the future, socially disadvantaged districts should also be included in a possible increase of "engagement bases".

"Engagement advisors" are persons who perform the following tasks, among others:

- enabling migrant organisations in the "engagement bases" to understand and manage the step-by-step application procedures for project funding from the city administration and the Free State of Saxony; granting support in making project applications
- extensive advice and support for the migrant organisation in finding their own premises and temporary spaces
- guiding migrant associations in cases of conflict within the "engagement bases" in their cooperation with the institution and the migrant associations
- proactive, multilingual public relations work for the services of the "engagement advisor" (e.g., internet, flyers, actively contacting migrant organisations)

"Community sponsorships" have been established in the Office of the Integration and Foreigners' Commissioner since 2018. In this context, parts of the event organisation and implementation have been handed over to migrant organisations. The services were contractually fixed and paid for after their implementation. This includes, for example, concept consulting, coordination of parts of the event, translations, security services on the day of the event, public relations work in migrant organisations, and occasionally parts of the associated cultural programme. Both sides benefit from these "community sponsorships". Migrant organisations can contribute their expertise and experience, assume responsibility, and familiarise themselves with the work of the commissioners. They also receive financial resources that they can use freely for their work. With the sponsorships, the Integration and Foreigners' Commissioner gains competent partners, her workload is relieved and she further qualifies her work.

Another way of working together is to organise collaborative events between the public offices and the migrant organisations. These already exist in part, e.g., on occasions such as traditional festivals or conference days in the field of integration. Due to the broad thematic spectrum of the migrant organisations, however, further points of contact can also be identified. For example, in the areas of (self-)employment, political education, development aid, globalisation, gender equality, town twinning, international exchange and volunteer work. Collaborative events result not only in a net gain of experience on both sides, they also enable both sides to benefit from the expertise and resources of the other (e.g., rooms, speakers, target groups addressed) for their own work and, on the part of the city administration, for the process of intercultural inclusiveness.

The survey of spaces/halls belonging to organisations specifically interested in working with migrant organisations was successfully completed in 2020. The aim was to get an overview of rooms of different sizes, their equipment and their conditions of use. This resulted in material that facilitates the consultation work of migrant organisations and groups and helps to identify available spaces. More than 180 private and public institutions in Dresden were contacted for this purpose. The research facilitated the acquisition of over 130 rooms with different intended uses. The spectrum includes seminar and conference rooms, concert halls, common rooms, sports and dance rooms, computer cubicles, cinema halls and exhibition spaces.

Another way to involve migrant organisations in urban processes and thus enable participation is to include them in working groups. For many years, migrant organisations, for example, have been working in working groups in particular spheres of activity for the implementation of the integration concept (see also the sphere of activity "Intercultural orientation and inclusiveness in the city administration").

Consolidating infrastructure to support migrant organisations

Thanks to federal funding and partial city funding from the "Local Action Programme for a Diverse and Cosmopolitan Dresden", the "House of Resources" has been operating in Dresden since 2016, with sponsorship from the Büro für freie Kultur- und Jugendarbeit e. V. (Office for Independent Cultural and Youth Work). The aim is to sustainably strengthen the social engagement and visibility of migrants and to strategically network migrant organisations. It offers consultation services, training, contact mediation and hires out presentation equipment and event technology. It also offers support in finding event spaces and a small fund for kick-starting micro-projects.³⁸¹ This financial support will be offered until 2022. For Dresden, there are two staff positions shared by several employees. Thanks to the "House of Resources", numerous migrant organisations have been founded in Dresden in recent years. In addition, many groups were referred to existing institutions to find opportunities for cooperation and access to resources. The "House of Resources" tangibly promotes the self-organisation and participation of immigrants and has established itself as an important contact point.

At the same time, AFROPA e. V. runs the "Samo.fa+" project in Dresden. This is also financed by federal funds. Samo.fa+ pursues the goal of "...strengthening those in migrant organisations who work with refugees. To this end, the experience, skills and commitment of people with their own migration history should be incorporated into local refugee networks. Furthermore, the promotion of close cooperation between people with a migration history should contribute to making their work more effective (consultation, qualification, exchange of experience)."³⁸² Events are held regularly. Migrant groups are given the opportunity to meet through the "World Club" (see also the sphere of activity "Cultural and Religious Diversity") and are advised on how to found a club. This offer resonates well and is well received by migrant organisations and groups.

Since the summer of 2015, a "volunteer coordinator in the field of asylum" has also been active, linked to the Social Welfare Office. It supports "...individuals, initiatives and associations who volunteer for refugees. It advises and gives tips on initiating, developing and financing projects, establishes contacts with other agents and institutions, builds bridges (...), assists in the search for a volunteer position and provides regularly information in the area of asylum/refugees."³⁸³ The coordinator also supports the application process for micro-projects funded by the Free State of Saxony through the Social Welfare Office, for the integration of refugees and migrants. In recent years, the need for support has grown and migrant organisations are increasingly looking for support. The coordinator states: "New associations founded by immigrants are usually not aware of the funding opportunities available through micro-projects. It takes several consultations in this area to get a workable proposal off the ground. The application often fails due to language barriers. There is a need (...) for additional human resources to inform immigrants about funding opportunities for integration projects."³⁸⁴

Financial support for migrant organisations positive – need for action remains

In general, it can be said that Dresden's migrant organisations have clearly benefited from the financial support of the various public offices in recent years. This does not contradict what was said about the Mayor's visits to migrant organisations and groups. A second look shows that especially the long-established associations with an overarching intercultural orientation benefited from the municipal funding. They were able to develop or expand their existing services. There has also been an expansion of migrant organisations that were founded before 2016. This development can be seen, for example, in urban cultural funding:

In terms of institutional funding, migrant organisations receiving regular funding increased from two in 2014, to three in the following year and four since 2019.³⁸⁵ These funded associations have all been active in Dresden for

³⁸¹ Cf. Ausländerrat Dresden e. V.; Büro für freie Kultur- und Jugendarbeit e. V.: About us. <https://www.hor-dresden.de/ueber-uns/>, available on 04 May 2020.

³⁸² AFROPA e. V.: the samo.fa project in Dresden. http://www.afropa.org/index.php?option=com_content&view=article&id=109&Itemid=9-19&lang=de, available on 04 May 2020.

³⁸³ State Capital Dresden. Social Welfare Office: Refugee Aid Coordination and Funding. https://www.dresden.de/media/pdf/sozialamt/asyl/Faktenblatt_Ehrenamtskoordination_Asyl.pdf, available on 04 May 2020.

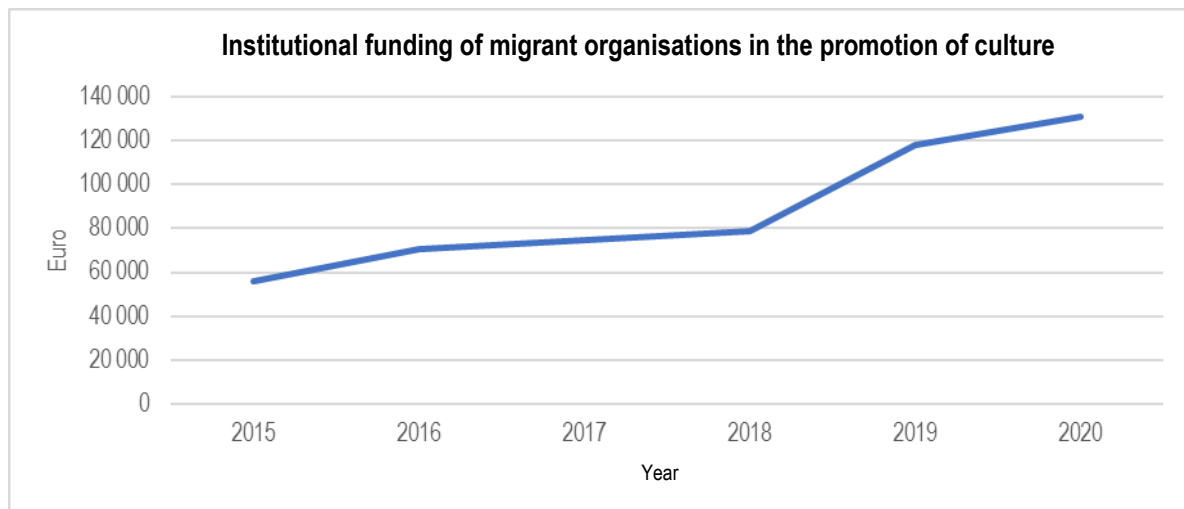
³⁸⁴ State Capital Dresden. Social Welfare Office: Preliminary work dated 10 January 2020.

³⁸⁵ Cf. state capital Dresden. Overview of cultural funding 2015 to 2020. <https://ratsinfo.dresden.de>, available on 04 May 2020.

at least ten years. Three of them have an overarching intercultural orientation. The funding amount grew steadily, as shown in Figure 34:

Figure 34: Development of financial support for migrant organisations within the framework of cultural funding (institutional funding) from 2015 to 2020 in Dresden

Source: cf. State Capital Dresden. Overview of cultural funding 2015 to 2020. <https://ratsinfo.dresden.de>, available on 04 May 2020, own calculation and representation.



The project funding situation was similar. The amount of funding generated by migrant organisations has grown since 2017. The number of associations supported also increased. Here, however, it becomes apparent that migrant organisations that were already active in Dresden before 2016 benefited the most. These are primarily associations whose members come from common countries of origin or language regions. However, the associations have hardly any resources of their own. Their advantage is that they have prior experience with funding or can fall back on support networks. In the years 2019 and 2020, only one association that was founded after 2016 was funded (Figure 35).

The Social Welfare Office's funding of micro-projects for the integration of refugees and immigrants has also seen a continuous increase in the number of migrant organisations applying for funding and the amount of funding generated. Six migrant organisations took advantage of this financial support in 2016 and nine in 2018, with the number rising to 16 a year later.³⁸⁶ In 2020, there were 15.³⁸⁷ But here too, most of the beneficiaries were organisations with an overarching intercultural orientation that had been active for a longer period of time, or associations of people with common countries of origin, language regions or religions, that were founded before 2016. Among the associations funded by the Social Welfare Office via micro-projects, there were no new migrant organisations in 2016, and only one in 2018. In the following year, their number grew to four, and in 2020 to five.³⁸⁸

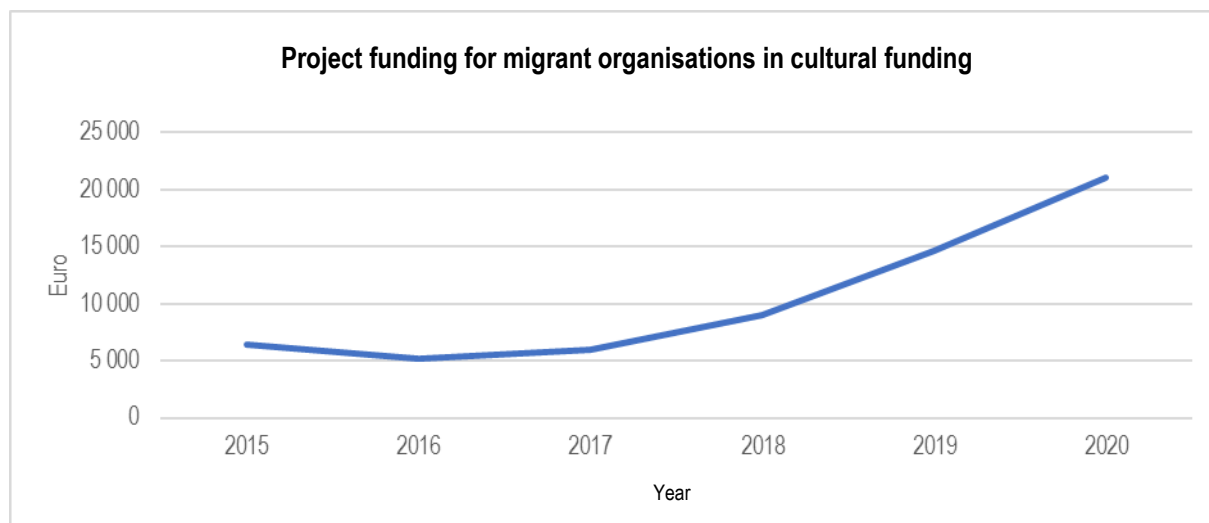
³⁸⁶ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 04 May 2020 and 05 May 2020.

³⁸⁷ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 19 November 2020.

³⁸⁸ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 04 May 2020, 05 May 2020 and 19 November 2020.

Figure 35: Development of financial support for migrant organisations within the framework of cultural funding (project funding) 2015 to 2020 in Dresden

Source: cf. State Capital Dresden. Overview of cultural funding 2015 to 2020. <https://ratsinfo.dresden.de>, available on 04 May 2020, 19 June 2020, own calculation and representation.



In the funding area of the Equal Opportunities Commissioner, the picture does not change significantly. Here, in particular, one long-standing migrant organisation with an overarching intercultural orientation receives funding. The funding amount has increased since 2015. Associations of people with common countries of origin, language regions or religions did not submit their own applications to the Equal Opportunities Commissioner between 2015 and 2020.³⁸⁹

A look at 2018/19 funding through the "Local Action Programme for a Diverse and Cosmopolitan Dresden" in conjunction with the federal "Democracy Live!" programme also shows that, fortunately, migrant organisations also benefit from the funding. However, these are once again organisations with an overarching intercultural orientation, or associations of people with common countries of origin, language regions or religions, that were founded before 2016.³⁹⁰

The random review of the new funding opportunities created in 2019 via the city district offices to support low-threshold projects in the city's districts shows: migrant organisations are still largely unaware of this financial support. The low number of applications comes almost without exception from associations founded before 2016 with an overarching cultural orientation or with common countries of origin or language regions.

The in-depth examination of selected municipal funding confirmed the impression that it is precisely the migrant organisations founded since 2016 that are dependent on support and guidance in generating (mostly the first) financial resources.

Challenges for the coming years will be

- to reduce existing barriers to accessing spaces and funding, in cooperation between public offices, the Dresden External Coordination Office for the Partnership for Democracy, the municipal district offices and migrant associations
- to establish a pilot project of support structures for the migrant organisations founded since 2016
- to maintain the support structures for Dresden that have existed up to now through federal funding
- to make the municipal offices aware of the expansion of cooperation with migrant associations, and their umbrella group of Saxon migrant associations, within the framework of intercultural inclusiveness (see also the sphere of activity "Intercultural orientation and inclusiveness in the city administration")

³⁸⁹ Cf. State Capital Dresden. Equal Opportunities Officer: Preliminary work dated 05 May 2020.

³⁹⁰ Cf. State Capital Dresden. Mayor's Office: Preliminary work dated 06 May 2020.

- to continue meetings between migrant associations and the mayor or senior management, where possible, and to support the exchange between the migrant associations

Participation improved through information – further professionalisation of services

In order to promote political and social participation, the Integration and Foreigners' Commissioner, in cooperation with other committed parties, created and published two online guides in 2017/18 entitled "Helping to Shape Politics" and "Helping to Shape Society" in German and English. These provide an overview of the possibilities for volunteering, central contact points, backgrounds and legal principles. For example, the possibilities of running for municipal district advisory committees or the Integration & Foreign Citizens Advisory Committee are explained, as is involvement in political parties, opportunities to participate in city council decision-making (citizen participation) and the advantages of founding an association. The two online guides round out the topics of "work", "health", "sport", "language" and "aid in cases of violence and discrimination", already featured in the "Orientation Guides for Immigrants", which has been published periodically since 2015. They are updated annually and expanded as needed. The subsection "Work in the city administration" was created in 2020, to interest more immigrant people in the possibility of working in the city administration and to inform them about the different access paths. The target group is made aware of this offer via a bilingual flyer entitled "Orientierung im Alltag – Orientation in Everyday Life" (2017, 2018 editions), available from all municipal district offices, administrative buildings in the localities, the New City Hall, the Social Welfare Office, the Dresden Jobcenter, immigration advice centres and numerous social institutions. The Orientation Guides for Immigrants were initially created as a supplement to the brochure "Arrived in Dresden from all over the world", which has been published in various languages since 2012. The brochure was comprehensively updated by the Integration and Foreigners' Commissioner in 2015 and published in six languages in 2015/16 (German-English, German-Russian, German-Arabic, German-Farsi, German-Tigrinya). The total print run was around 33,000 and has been out of stock in all languages since 2018.

In the coming years, a fundamental decision will have to be made as to whether and in what form the brochure "Arrived in Dresden from all over the world" will be reissued, whether the range of orientation guides will be expanded, and whether they will continue to be made available as a supplement to the brochure.

Making municipal citizens' surveys more inclusive, reducing barriers to access, and utilising the results

Every two years, the city administration conducts the municipal citizens' survey. This survey is doubly interesting from the perspective of urban integration work. The central questions are: "How many people with an immigration background participate?" and "Do the answers of people with an immigration background deviate significantly? If so, where?" The survey is even able to distinguish between the answers of Germans with an immigration background and foreign nationals. The results of the surveys are incorporated into urban strategies/planning and are therefore of great importance for urban integration work and integration policy.

Participation in the survey of people with an immigration background is unfortunately low, although tending to increase. In 2020, 18,000 questionnaires were sent out and the response rate was 34.5 per cent (6,094 people). Among these were 201 foreign nationals (3.3 per cent) and 300 Germans with an immigration background (4.9 per cent).³⁹¹ In 2018, the figures were 2.3 per cent and 4.5 per cent respectively.³⁹² The proportion of foreign nationals who responded to the municipal citizens' survey has been lower than their proportion in the Dresden population, even in 2020. In the case of Germans with an immigration background, the proportion of those who responded now corresponds approximately to their proportion in the population.

Since 2017, the Integration and Foreigners' Commissioner has committed to the intercultural inclusiveness of the Municipal Citizen Survey. The aim is to increase the response rate of people with an immigration background. The first steps have already been taken with the Municipal Statistics Office. For example, cooperation was established with advice centres to convey the importance of the survey to people with an immigration background and to help them fill it out. In 2018, a link to an English-language explanation was placed in the mayor's letter to the selected Dresdeners. In 2020, the mayor's letter was translated in full and enclosed with the questionnaire. Further multilingual guidance (Arabic, English, Farsi and Vietnamese) was made available online. For the first time,

³⁹¹ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the response behaviour of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slides 4, 5.

³⁹² Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2018. Specifics of the response behaviour of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 4.

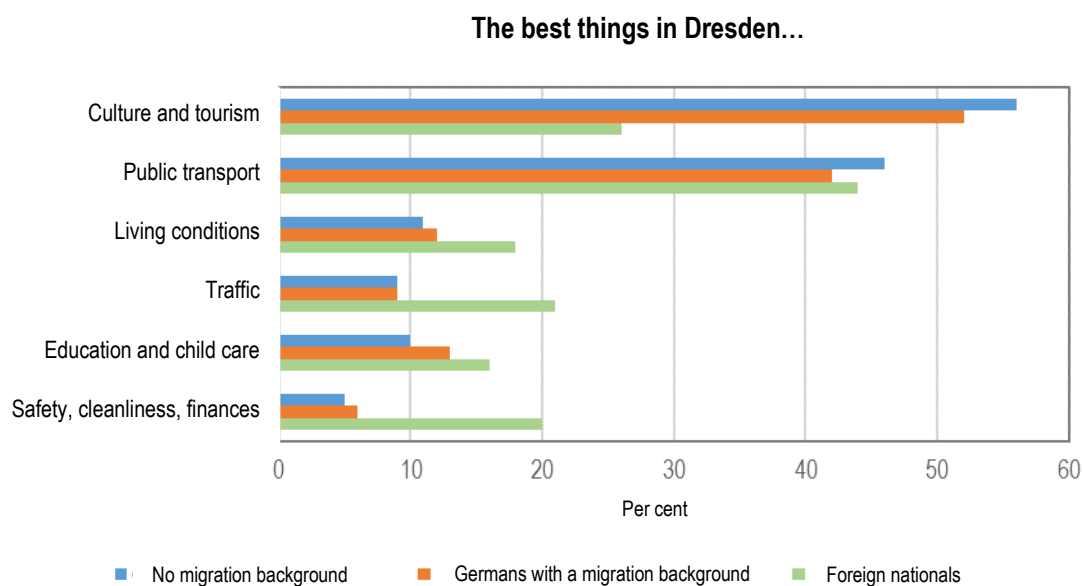
in 2020, the municipal transitional residences for immigrants were included in the random sampling. Since 2018, immigrants have also been involved in the pretest in order to identify difficult or ambiguous phrases. The cost of a necessary software upgrade for multilingual questionnaires was covered in 2019 by the fund for multilingual public relations (see also the sphere of activity "Intercultural orientation and inclusiveness of the city administration"). Other options for future surveys include:

- formulating the texts of the survey in simple German language
- offering the questionnaires bilingually, for example, in German and English.

At this point, it is worth mentioning some relevant findings from the 2018 and 2020 municipal citizens' surveys regarding participation. These are special evaluations for working group 5 for the implementation of the integration concept, which focuses on political and social participation.³⁹³

Figure 36: The best things in Dresden...2018, responses by group (per cent)

Source: State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2018. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 10.



Germans with and without an immigration background rated the above categories similarly in 2018. Culture is mentioned much less frequently by foreign nationals. Instead, they rated living conditions, traffic, education and childcare, and safety/cleanliness higher than the comparison groups. It became apparent that people from abroad generally feel comfortable in Dresden with regard to their environment. This is a good basis for participation processes. Unfortunately, a comparison with the 2020 municipal citizens' survey is not possible on this point, as the question was not asked in 2020.³⁹⁴

Figure 37 shows that traffic and housing were the biggest problems for all three groups in 2018. Foreign nationals named these categories in particularly high numbers, followed by Germans with an immigration background. More foreign nationals also mentioned politics/political disenchantment, PEGIDA and the economic situation/labour market as problems. The ratio of Germans/foreign nationals/refugees, on the other hand, was mentioned significantly more often by Germans with and without an immigration background than by foreign nationals. Crime and lack of safety were more of a problem for Germans with and without an immigration background.

The aforementioned favourable conditions for participation of people with an immigration background were diminished in 2018 by the presence of political disenchantment and PEGIDA, by the perceived politics, the difficulties

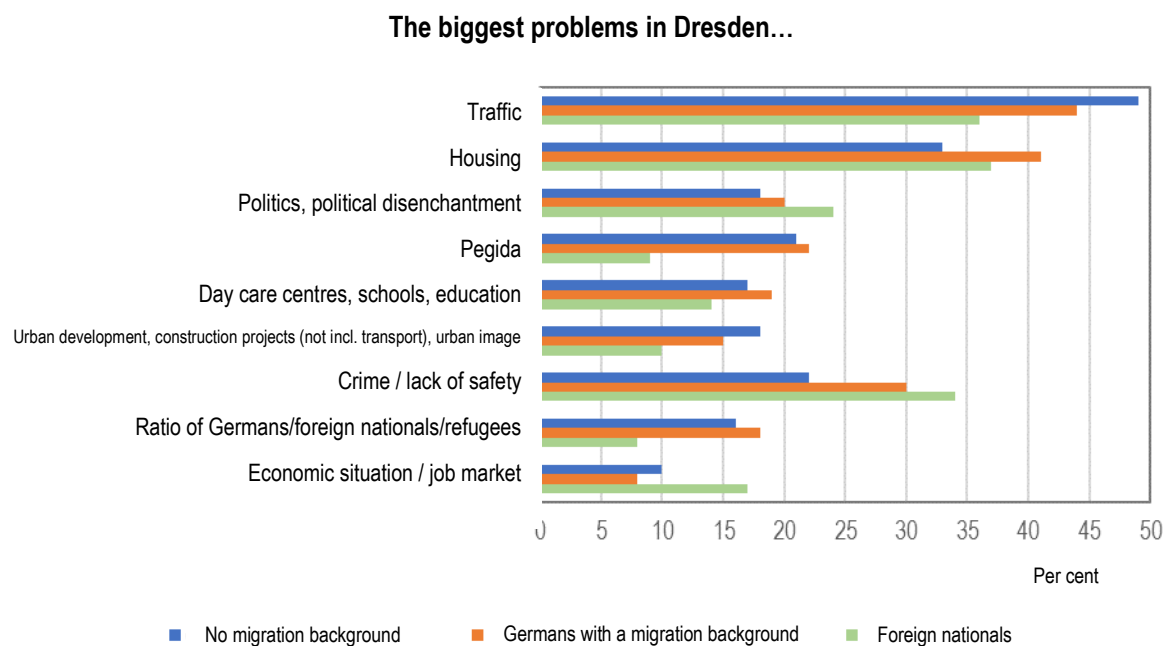
³⁹³ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2018. Specifics of the response behaviour of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slides 10, 11.

³⁹⁴ Cf. State Capital Dresden. Municipal Statistics Office: Preliminary work dated 09 March 2021.

in the area of housing (see also the sphere of activity "Housing"), by the economic situation and, for Germans with an immigration background, by the ratio of Germans/foreign nationals/refugees. In 2020, right-wing extremism/PEGIDA/lack of integration (42 per cent) and traffic/transport (42 per cent), followed by housing (21.5 per cent) and economy/labour market (19 per cent) were the biggest problems for foreign nationals in Dresden. Germans with an immigration background basically shared this view, but emphasised the problem of traffic (66 per cent) significantly more than right-wing extremism/PEGIDA/lack of integration (44 per cent), followed by housing (27 per cent) and the economy/labour market (9 per cent). Germans without an immigration background named transport (77.5 per cent) and housing (32.5 per cent) as the biggest problems, while right-wing extremism/PEGIDA/lack of integration (30 per cent) and the economy/labour market (9 per cent) received the lowest number of mentions among Germans without an immigration background.³⁹⁵

Figure 37: The biggest problems in Dresden...2018, responses by group (per cent)

Source: State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2018. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 11.



For this reason, we will take a closer look at the perceived hospitality, modernity and cosmopolitanism of the Saxon state capital in a comparison of the years 2018 and 2020 (Figures 38, 39).³⁹⁶

The answers in the categories "completely agree" and "tend to agree" have been summarised in the Figure. In 2018, people without a migration background described Dresden as particularly hospitable. Approval was stronger among foreign nationals in all three categories in 2018 than among Germans with a migration background. For foreign nationals, Dresden was particularly modern. People without a migration background rated Dresden mostly highly as a cosmopolitan city, and Germans with a migration background the lowest.³⁹⁷

The comparison of the responses from 2018 and 2020 shows that, in both surveys, people without a migration background rate all categories higher than Germans with a migration background and foreign nationals. In 2020, there was a significant increase in the assessment of Dresden's cosmopolitanism among Germans without a migration background. Germans with a migration background rated all three categories higher in 2020 than in 2018. They list the most significant increases in modernity and cosmopolitanism. Foreign nationals saw Dresden in

³⁹⁵ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the response behaviour of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 12 (figures rounded).

³⁹⁶ Cf. State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the response behaviour of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 13.

³⁹⁷ Cf. *ibid.*

2020 as less hospitable, modern and cosmopolitan than two years previously. The most significant decline was in modernity.³⁹⁸

Figure 38: What is true of Dresden? Responses by group 2018 (per cent)

Source: State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 13.

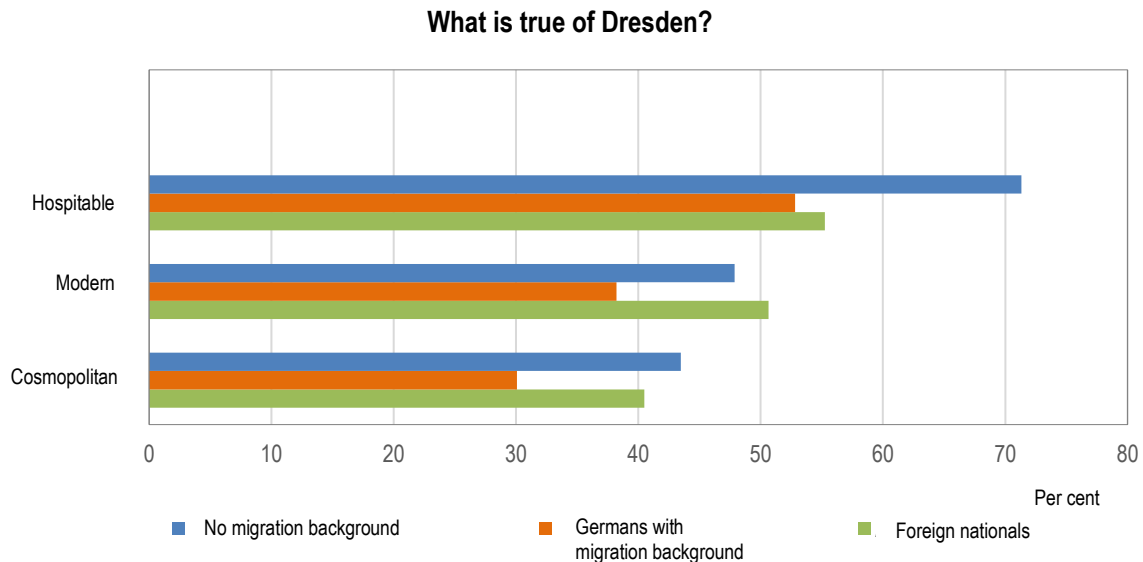
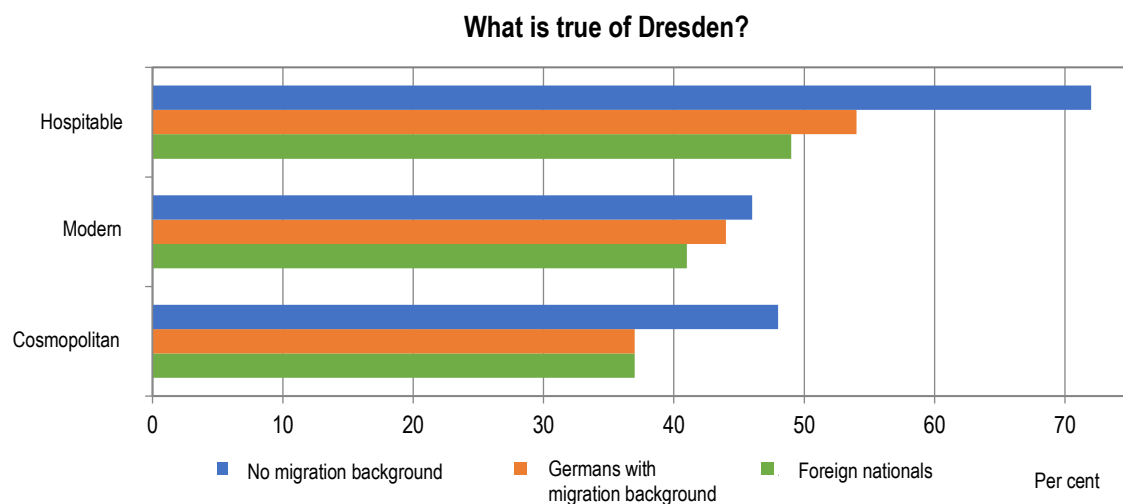


Figure 39: What is true of Dresden? Responses by group 2020 (per cent)

Source: State Capital Dresden. Municipal Statistics Office: Municipal citizen survey 2020. Specifics of the responses of people with a migration background. Presentation in WG 5 on the implementation of the integration concept. Slide 13.



Challenges for the coming years will be

- to further increase the participation of people with a migration background, especially foreigners, in the municipal citizen survey, and to reduce possible barriers to access
- to evaluate the most relevant results differentiated according to migration background and to make them available to public offices for strategies/planning and to the City Council
- to keep an eye on the response behaviour of Germans with a migration background and foreign nationals in order to recognise and reduce possible problems, in general and differentiated by target group

³⁹⁸ Cf. *ibid.*

Democracy and cosmopolitanism as a prerequisite for the equal participation of all people – dovetailing areas and thinking as one

After an extensive public participation process, beginning in the spring of 2016, in September 2017 the City Council adopted the "Local Action Programme for a Diverse and Cosmopolitan Dresden We unfold democracy". It consists of four spheres of activity, which are supported by concrete measures.

These include:

- Sphere of activity 1 – Strengthening the democratic community
- Sphere of activity 2 – Reducing manifestations of hostility towards particular groups and of extremism
- Sphere of activity 3 – Promotion of political education including historical political education
- Sphere of activity 4 – Promoting integration across society towards an inclusive society

The Local Action Programme is a strategy paper for the work of the City Council, city administration and civil society, as well as a funding programme for non-profit organisations.

Municipal funding is available annually for implementation of the Local Action Programme, supplemented by state and federal funding. The municipal funding budget was about 400,000 euro per year between 2017 and 2020.³⁹⁹ Migrant associations, district networks and refugee aid volunteer initiatives also benefit from this.

A Democracy and Civil Society Officer has been working in a full-time position in the mayor's office since the spring of 2016. Among other things, her tasks include the implementation of the Local Action Programme. Previously, tasks associated with the 2009 Local Action Programme were carried out by a policy officer within the scope of his role.

The Local Action Programme is of particular importance for urban integration work from several perspectives. Its strategic focus creates important conditions for a political and social climate in which the integration and participation of immigrants can succeed. Spheres of activity 1 to 3 are of particular importance in this respect. Spheres of activity 4 focuses on the diversity of urban society. Here, the focus is to promote awareness of diversity and to empower and better integrate into society groups of people threatened or affected by social exclusion. This benefits immigrants, as well as people with disabilities, people across genders, sexual orientations and identities, and people of different religions, ages and lifestyles.

Sphere of activity 4 provides the Local Action Programme with an important interface with the work of municipal commissioners and their monitoring of the implementation of strategic concepts in the city administration ("Action Plan for the Implementation of the UN Convention on the Rights of Persons with Disabilities", "Equal Opportunities Action Plan", previous integration concept). This interface is expandable. Currently, there is a lack of structure and human resources in the Citizens' Affairs Department that would allow for joint and regular exchanges between the Democracy and Civil Society Officer and all other commissioners. Another interface is the Monitoring Committee. Here, administrative and civil society representatives discuss the implementation of the Local Action Programme, strategic priorities and funding applications. Advisory members in the Monitoring Committee have so far (only) been the Integration and Foreigners' Commissioner and the Equal Opportunities Commissioner. With the revision of the procedural rules in the spring of 2021, it is now clear that the Child and Youth Commissioner and the Commissioner for People with Disabilities and Senior Citizens will also become advisory members. Challenges for the coming years will be

- to further synchronise and dovetail the strategy papers of the city administration ("Equality Action Plan", "Action Plan for the Implementation of the UN Convention on the Rights of Persons with Disabilities", "Dresden Action Plan on Integration 2021-2026", and "Action Programme for a Diverse and Cosmopolitan Dresden"), in terms of time frame and content
- to establish regular communication frameworks for joint planning and implementation processes between the municipal officers and the Democracy and Civil Society Officer.

³⁹⁹ Cf. State Capital Dresden. Mayor's Office: Preliminary work dated 27 January 2021.

Volunteer work needs to be recognised and appreciated (now and in the future)

With the growing number of refugees, the number of neighbourhood networks and initiatives also increased in Dresden in 2014/15. At times, there were around 5,000 representatives from civil society, churches, state institutions and social organisations involved. At the end of 2015, the Social Welfare Office registered eleven welcoming networks in the city districts and twelve city-wide initiatives and associations. Initially, the focus was on the arrival and initial orientation of the refugees in the city, with other topics added later, for example:

- support in learning German
- support in finding accommodation and moving house
- organisation of leisure time
- integration into training and work.

All these issues are fundamental to successful participation and integration processes. These district networks and initiatives have provided and continue to provide valuable support for building and shaping community life. The topics are constantly changing, because they result from the needs of the users. Therefore, today, it is also about questions of social and cultural participation. While in the early years, the volunteer work was primarily aimed at refugees, the services have now been opened up to all immigrants, as well as to German-born residents.

In order to provide the necessary framework for voluntary work, the first district networks founded their own associations in 2016. Some of the networks and initiatives are still active today. These services are supplemented by sponsorship projects, "encounter" projects, women's* or music projects, some of which are linked to existing social or cultural organisations, public institutions, church communities or other sponsors. A growing number of refugees are involved in the services, even though their numbers are relatively low compared to those without a migration background.⁴⁰⁰

From 2016 to 2019, the Mayor awarded the "Dresden Integration Prize" for successful volunteer work in social cohesion and the integration of immigrants. Exemplary activities of intercultural volunteer work that made a sustainable contribution to diverse, cosmopolitan coexistence and a sense of solidarity in urban society were honoured. Initiatives, clubs, associations and companies were eligible for the "Dresden Integration Prize". An appreciation prize was also awarded to one company each year.⁴⁰¹ This prize resulted from the "Most Family-Friendly Company in Dresden" prize, awarded from 2011 to 2015. Winners of the "Dresden Integration Prize" included:

- "Training and Work" working group of the "Welcome to Löbtau" network (2016)
- "ABC Tables" of the Umweltzentrum Dresden e. V. (2017)
- the "Welcome to Johannstadt" initiative (2018)
- Jugend-, Kultur- und Integrationszentrum des SPIKE Dresden e. V. (2019)

The appreciation prize was awarded to:

- Fraunhofer Institut für Werkstoff und Strahltechnik IWS Dresden (2016)
- Dresdner Backhaus GmbH (2017)
- GSA-CAD GmbH & Co. KG. (2018)
- J.7 hairstyling Dresden (2019).

Whereas in 2016 the number of applications was 28, it has steadily decreased to 14 at the last count. This may have been the decisive point for no longer offering a "Dresden Integration Prize" in 2020. However, it remains important to honour volunteer work in the field of integration and to establish a suitable new way for the state capital to bestow this honour. This should be designed in a way that addresses migrant associations and groups more successfully and makes it easier for them to apply for the honour.

⁴⁰⁰ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 05 May 2020.

⁴⁰¹ Cf. State Capital Dresden. The Mayor: Dresden Integration Prize. <https://www.dresden.de/de/leben/gesellschaft/migration/integrationspreis.php>, available on 04 May 2020.

Challenges for the coming years will be

- to maintain and continue to improve the framework for volunteer refugee assistance, e.g., by funding a full-time volunteer coordinator or existing coordination offices in the local associations and initiatives
- to establish a new form of recognition for volunteer work in the field of integration

Outlook

However, facilitating participation also means looking beyond the framework described, and gradually opening up the standard instruments of civic participation to immigrants. These include, for example, urban planning processes (see also the sphere of activity "Housing"), but also important urban decision-making of all kinds, for example, those covered by the citizen participation statutes. The latter is already available in plain German language.

But participation also takes place through political participation. Improving this requires not only fundamental federal policy decisions (e.g., on the right to vote in local elections for third-country nationals), but also conscious inclusion in the work of local politics. This can be achieved in many ways: the promotion of candidacies of people with a migration background in the city, district and local council elections; a targeted appeal for expert residents; regular use of the expertise of political interest groups in the run-up to decisions. There is still work to be done here.

Social guidance and support

For the sphere of activity "Social Counselling and Care" in Dresden, the "Integration Concept 2015–2020" outlined the following medium-term goal:

*"By 2020, Dresden will guarantee equal access to municipal services for people with an immigration background."*⁴⁰²

The following short-term objectives were derived from this, to be actioned by the city administration:

*"Dresden has expanded its municipal services, networked them according to need, and made them accessible to all. People with a migration background are comprehensively informed about available services and how to access them."*⁴⁰³

In this sphere of activity, the city administration has the task of ensuring immigrants have access to support services. On the one hand, it is necessary to continue making mainstream services more inclusive (see also the sphere of activity "Health and Sport"). On the other hand, it is important to provide specific services for immigrants on a permanent basis and to develop them according to need, in order to address the individual challenges in coping with everyday life and the particular life circumstances that arise for immigrants. It is also the task of the city administration to promote cooperation between the various paid and voluntary work structures and to initiate regular exchange between them and with the offices of the city administration.

Networking municipal and federal funding frameworks and maintaining them in the long term

Social guidance and support are of great importance to the process of integration, as they provide basic orientation that enables immigrants to participate in society and opens up paths to training and the job market. In Dresden, structures supporting immigrants have existed for many years.

The Advice Centre for Repatriates, Late Repatriates (ethnic German immigrants) and Foreign Workers in the Saxony State Association has existed since 1991 and, in 2005, it took over the tasks of the Initial Migration Advice (MEB) service centres after the Immigration Act came into force. Since 2009, this advisory service has been known as the Migration Advice for Adult Immigrants (MBE) and is funded by the Federal Ministry of Internal Affairs. It can be accessed by persons over 27 years of age who belong to one of the following groups:

- foreign nationals
- refugees with good prospects of staying
- (late) repatriates
- recent Jewish immigrants
- EU citizens
- relatives of the above.

The aim of migration advice for adult immigrants is to initiate, steer and guide the process of integration in a targeted manner. Immigrants should be empowered to act independently in all areas of daily life. The Migration Advice sphere of activity is therefore multifaceted and includes personal counselling, guidance and support in social, family and personal matters in the following areas (among others): income and work, residence and family reunification, language acquisition, housing, health and school.

⁴⁰² State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015–2020. Dresden 2015. p. 85.

⁴⁰³ Ibid.

The service is offered free of charge throughout Germany by the umbrella organisations Non-Statutory Welfare Services and the Association of Displaced Persons. The following providers offer migration advice to adult immigrants in Dresden (as of January 2021):

- Caritas advice centre at the Caritasverband für Dresden e. V.
- CABANA at the Ökumenisches Informationszentrum Dresden e. V. (deaconal work of the Evangelisch-Lutherische Landeskirche Sachsen e. V.)
- Landsmannschaft der Deutschen aus Russland e. V., Dresden chapter
- AWO SONNENSTEIN gGmbH
- Ausländerrat Dresden e. V.

In addition, the Dresden Caritas Association offers a Youth Migration Service for young people between the ages of 12 and 27, which has been funded since 1991 by the Federal Ministry for Families, Senior Citizens, Women and Youth. For several years, the Dresden city administration has also supported the Caritas Child Migration Service, which offers social support for children between 6 and 12 years of age and their guardians. At the start of 2020, it was renamed the "Family Migration Service".

The city administration continues to finance an advice centre for immigrants in the Ausländerrat Dresden and in the Dresden Association for Social Integration of Immigrants and Repatriates. Since 1991, immigrants, including asylum seekers, have found support from these two services for everyday concerns, social emergencies and issues of residence law. At the advice centre of the Ausländerrat Dresden, people seeking advice can take advantage of free (preliminary) legal counsel.

The increase in the number of refugees in the years from 2013/14 onwards had a lasting influence on the work of the Dresden city administration in the areas of social guidance and support, as well as on the necessary accommodation. In order to adequately meet these changing needs, the "Asylum Sector Plan 2014–2016" was developed with the aim of ensuring and improving the quality of the services. In addition, it was to be ensured that sufficient accommodation was available and that the integration process could begin promptly.

Up to that point, social guidance and support for refugees was ensured by a network of municipal and federally funded structures, as well as by voluntary services. The first non-voluntary service providing an early form of "refugee social work" was offered by the Dresden Association for the Social Integration of Foreigners and Repatriates (Dresdner Verein für soziale Integration von Ausländern und Aussiedlern e.V.). A partnership-based cooperation took place between all stakeholders but, from a certain point in time, the need for support and guidance services was greater than the available resources. Since 2014, the Social Welfare Office has been working with independent organisations to develop refugee social work as a new service area. The refugee social work was continuously increased, so that, in 2015, it was possible to reduce the care ratio from originally 1:200 to 1:100. The city was divided into five regions, with one agency responsible for each. Regional coordination networked the refugee social work into the existing structures of the city districts. These included social institutions, district networks and initiatives, businesses, volunteers and the local public offices.

The need to optimise the existing structures became apparent in 2016, when it was no longer possible for the migration advice services and the refugee social services to meet the existing need for support for adult immigrants, despite numerous refugee aid volunteers. With the increasing differentiation of residence permits and the increase in the number of refugees remaining in Dresden, it was necessary for refugee social services to become more specialised. Migration advice services for adult immigrants also reached a limit and did not increase proportionately to the extent required. At that time, however, immigrants with residence permits did not have access to refugee social services. This situation led to all providers working at the limit of their capacity in their services. By means of the networking of stakeholders, the problem was explicitly identified and presented to the city administration and the federal government. The city's efforts to increase migration advice services for adult immigrants in line with demand – by bringing this need to the attention of the federal government as a funding body – were largely unsuccessful. As a result, the city administration was put in the position of finding its own short-term solution.

Further restructuring was implemented on 01 June 2017, with the aim of adapting the field of refugee social services to city-wide standards and reducing the supervision ratio to 1:80. From then on, the service was divided into three interwoven structures: refugee social services, integration counselling, and regional coordination. Refugee social services were carried out by refugee social workers and refugee facilitators working in tandem. Their main focus was to initiate the integration process of the refugees and to guide them until they had received their electronic residence permit. After that, the integration counselling service became responsible for them, supporting them in all questions of integration, in addition to providing migration advice for adult immigrants. The integration counselling service continued the refugee social services, working closely with other established services. It helped the refugees transition into these support structures.

From refugee social work to migration social work – increased professionalisation

While the first five years of refugee social services in Dresden were mainly aimed at meeting the essential basic needs of refugees, there is now a growing awareness that refugees, regardless of their residence status, need support in the integration process for a longer period of time. Based on this insight, the "Asylum and Integration Sector Plan 2022" was created in 2019. It also provided for the continued development of refugee social services into migration social services. This change led to social guidance and support becoming needs-based and individualised, and the supervision ratio was set as a maximum value not to be exceeded. The aim is to support refugees – whether they are still in the asylum process, on a tolerated stay permit, or have recognised status – in the central areas of integration, and to enable them to make a needs-based transition to mainstream services beyond day-to-day support.⁴⁰⁴ The structural framework regarding the division into four regions remained the same. Since 2019, the following providers offer migration social work:

- Ausländerrat Dresden e. V., responsible for central Dresden (Altstadt, Plauen, Blasewitz)
- Sächsisches Umschulungs- und Fortbildungswerk Dresden e. V., responsible for West Dresden (Cotta and the districts of Altfranken, Cossebaude, Gompitz, Mobschatz, Oberwartha)
- AFROPA e. V. in cooperation with the Dresden Association for the Social Integration of Foreigners and Repatriates, responsible for North Dresden (Klotzsche, Loschwitz, Neustadt, Pieschen as well as the districts of Langebrück, Schönborn, Schönhof-Weißig, Weixdorf)
- Caritasverband für Dresden e. V., responsible for South Dresden (Prohlis, Leuben)

The services are now divided into the "welcome services" for newly assigned refugees and the "specialised services", which provide needs-based, individualised support for immigrants with complex needs. An "Integration Office" performs the dual functions of generalised social support and knowledge transfer for refugees, as well as being a central contact point for people from the region with concerns about the target group. The "Integration Office" serves to provide information for self-activation and to establish a "drop-in" structure for the target group. An important task is to provide referral consultation and to refer those seeking advice to mainstream services, as well as to network and integrate them into the district.

The transformation of refugee social services into migration social services was and is associated with enormous processes of change at all levels of providers and of the Social Welfare Office. The paradigm shift makes it possible for the first time to consistently provide needs-based, individualised support services for refugees. The change of direction means enormous adjustment and change processes in the management of the providers and in the administration, while still guaranteeing the provision of care. The differentiation of services, the transparency and quality of professional work, and the opening up of mainstream services are central development tasks. In the meantime, advisory and networking work has been limited, there has been additional work in the approval of services, and there have been financial difficulties in implementation for providers.

In order to meet these challenges, providers are constantly in close dialogue with the Social Welfare Office and in the process of making adjustments. A steering committee, consisting of representatives from the providers and the Social Welfare Office, was established at the end of 2020. It is developing a quality manual that qualitatively defines procedures and outcomes. The aim is for migration social work services to efficiently facilitate the integration of refugees in an effective, needs-based manner (integration into work, participation, etc.) and in a resource-based manner.

⁴⁰⁴ Cf. State Capital Dresden. Social Welfare Office: Fachplan Asyl und Integration 2022. Dresden 2019, p. 34.

Maintaining a comprehensive system of social guidance and support and expanding it according to need

The work of social guidance and support has been supported by a large number of volunteers for many years. They have made and continue to make a significant contribution to the success of the integration process. In the districts of Dresden, the "Prohlis is colourful" and "Welcome to Löbtau" networks were already established in 2014, supporting refugees on arrival and in coping with everyday life. In the following years, their number grew significantly. In recent years, associations have been founded from some networks, for example, Laubegast ist bunt e. V. and Willkommen in Johannstadt e. V.⁴⁰⁵. In 2019, more than 20 neighbourhood networks and about 40 initiatives were active in Dresden to support refugee integration.⁴⁰⁶ These volunteer organisations still perform a wide variety of tasks today, e.g., providing support in dealing with the authorities and looking for accommodation. Migrants also receive help from the numerous migrant associations, the number of which has risen sharply since 2019 (see also the sphere of activity "Societal and social integration, self-organisation and political participation"). Since the autumn of 2015, the volunteers have been supported by the municipal "coordinator of voluntary work in the area of asylum" in the Social Welfare Office, who advises them, networks them, and supports them in initiating, developing and financing projects. Dresden's church congregations have also provided assistance to refugees on a full-time and voluntary basis for years. Since 2016, there has been a church commissioner in both Evangelical-Lutheran Church districts, concerned with the issues of migration and integration.⁴⁰⁷

Furthermore, numerous institutions and organisations expanded their target group-specific services to include services for immigrants. For example, the women's and girls' health centre MEDEA e. V. is active in the area of women's health. "MEDEA International" was established in the Gorbitz district to advise immigrant women* and girls* on topics of health, contraception and nutrition, to guide them and, if necessary, refer them to mainstream services. For many years, the Frauen- und Gesundheitszentrum MEDEA e. V., together with other stakeholders, has also been organising a regular symposium on the prevention of female genital mutilation (FGM) in cooperation with the Equal Opportunities Commissioner and the Integration and Foreigners' Commissioner.

Gerede e. V. and CSD Dresden e. V. provide support and advice on LGBTIQ (lesbian, gay, bisexual, transsexual, transgender, intersexual, queer and other) issues.

Online consultation is a new type of service that can be accessed, for example, via the "mbeon" platform co-developed by the BAMF. Since the autumn of 2019, migration advice centres have been able to register here to provide online advice to immigrants over the age of 27. For young people there is also the online "jmd4you" service. These forms of consultation are not intended to replace in-person contact, but can be an important supplement to the services provided so far. In particular, the pandemic situation and the resulting closure of many facilities has given online services a special significance.⁴⁰⁸ Since the spring of 2020, an advice centre in Dresden has also been offering this service. A particularly positive aspect of online consultation is that it is a simple and fast way of establishing contact, and documents can be sent to the advisor in an uncomplicated manner. Other organisations also offer online consultation nationwide, e.g. Caritas and AWO.

The services mentioned here as examples represent only a very small sample of the wide-ranging and diverse support landscape in Dresden. A detailed overview can be found in the Asylum and Integration Sector Plan 2022.⁴⁰⁹

The aim for the next few years is to maintain the diverse support services and continue to develop them according to demand. It is particularly important to secure financing in the future. So far, full-time and volunteer services have also been supported by financial subsidies from the Free State of Saxony. However, due to the pandemic situation in 2020/21, cuts to Saxony's budget have been announced and some services have already been cut (e.g., loss of the SPIKE counselling service in Prohlis, loss of the "Monday Café"). Here, it is important for the municipality to support the providers according to their needs, so that the network of social guidance and support can continue to function.

⁴⁰⁵ See also: Integration and Foreigners' Commissioner: Zwischenbericht zur Umsetzung des Konzeptes zur Integration von Menschen mit Migrationshintergrund 2015 bis 2020. Dresden 2018, p. 78.

⁴⁰⁶ Cf. State Capital Dresden. Social Welfare Office: Fachplan Asyl und Integration 2022. Dresden 2019, p. 30.

⁴⁰⁷ Cf. Evangelical-Lutheran Church of Saxony: With and for refugees – migration and integration. <https://kirche-dresden.de/arbeit-mit-und-fuer-gefluechtete-migration-und-integration/>, available on 29 March 2021.

⁴⁰⁸ Cf. German Red Cross: online migration consultation <https://www.drk.de/hilfe-in-deutschland/migration-integration-und-teilhabe/mbeon-migrationsberatung-online/>, available on 10 January 2021.

⁴⁰⁹ Cf. State Capital Dresden. Social Welfare Office: Fachplan Asyl und Integration 2022. Dresden 2019, pp. 98, 100 ff., 105 ff.

Challenges for the coming years will be

- to relieve the burden on specific counselling services for immigrants and accelerate the development of intercultural inclusiveness in mainstream services that has already begun
- to further professionalise and stabilise migration social work, taking into account the needs of the target group
- to establish a continuous network of migration advice centres, youth migration services and migration social work (and the two other advice centres) with the relevant stakeholders in the Social Welfare Office in order to enable a regular exchange of professional information
- to ensure the financial security of the existing services by the Free State of Saxony and the municipal administration.

Immigration Office – excursus on promoting intercultural inclusiveness and consolidating networking efforts

In the social guidance and support of immigrants, questions of residency law play an important role, for example, concerning residence permits or family reunification. Existing institutions also support immigrants with potential problems in this regard. Consequently, an exchange with the Immigration Office is indispensable for constructive solutions.

Cooperative partnerships become especially necessary when, due to discretionary powers or ambiguous provisions in residency law, different interpretations are possible. Especially in cases where the interpretation of guidelines and rules affects the entire immigrant population, it is important to have channels of communication between the stakeholders in order to clarify the situation in the short term. This cooperation takes place across different groups of professionals, each of whom are pursuing different aims from the perspective of their profession. Cooperation is therefore not always easy and requires the willingness of all participants to cooperate in order to achieve good results.⁴¹⁰

In the numerous talks with the mayor in 2018 and 2019, the visited migrant associations and groups described cooperation with the Dresden Immigration Office as difficult, and cited the continuing lack of intercultural inclusiveness as the reason for this (see also the sphere of activity "Societal and social integration, self-organisation and political participation"). Also that legal regulations are interpreted more rigidly here than in other regions of Saxony or in other states. This does not symbolise an open, welcoming climate for immigrants in the city of Dresden.

In order to make the Dresden Immigration Office more interculturally inclusive, the "Position Paper for the Dresden Integration Concept 2022–2026", by the Dachverband sächsischer Migrantenorganisationen e. V., for example, proposes the progressive expansion of multilingualism (e.g., on official forms), the use of simplified German language, the reintroduction of a welcome package as a sign of an inclusive city, continued intercultural and social training of staff, and the introduction of an independent complaints body.⁴¹¹

The Immigration Office disagrees with the claim of migrant associations that intercultural inclusiveness is still insufficient and points out that English language courses have been offered at different levels to staff for more than a decade (since 2009). In addition, for years there have been staff in the Immigration Office who themselves have a migration background. The proportion is currently around eight percent.⁴¹² In Dresden's urban society, it is currently 13.1 percent. There has also been a close exchange and solution-oriented cooperation with the migration advice centres for years (since 2013).⁴¹³ Multilingual public relations work was significantly expanded.

⁴¹⁰ Cf. Janotta, Lisa: Moral und Staatlichkeit: Fallgeschichten von Mitarbeitenden in Bundespolizei, Ausländerbehörden und Aufenthaltsberatungsstellen. Leverkusen 2020.

⁴¹¹ Cf. Dachverband sächsischer Migrantenorganisationen e. V.: Position paper for the Dresden Integration Concept 2022-2026. Dresden 2021, p. 48 ff.

⁴¹² Cf. State Capital Dresden. Citizens' Office: Early involvement. Preliminary work dated 18 June 2021.

⁴¹³ Cf. State Capital Dresden. Office for Economic Development: statement from WG 1 on the analysis of the municipal spheres of activity. 1st Draft. Preliminary work dated 19 March 2021.

A few years ago, the Dresden Citizens' Office, which includes the Immigration Office, began to take significant steps towards change. This included, for example, a self-critical review of the previous interpretation of legal regulations and their modification, the short-term examination and constructive solving of problems presented, the shortening of processing times, and closer networking with the migration advice centres, the Integration and Foreigners' Commissioner, the Integration & Foreign Citizens Advisory Committee, as well as other stakeholders. Even if problems cannot always be clarified, meeting on equal terms enables a change of perspective and mutual understanding. This approach has already brought about a significant improvement for immigrants and must be continued consistently.

Challenges for the coming years will be

- to consolidate the networking of the Immigration Office with migration social work
- to push for increased intercultural inclusiveness of the Immigration Office (e.g., further increasing the diversity of staff in terms of people with a migration background, reflection on attitudes)

Health and Sports

Health

The Integration Concept 2015–2020 outlined the following medium-term goal for the sphere of activity "Health promotion and health care" in Dresden:

*"By 2020, Dresden will guarantee equal access to municipal services for people with an immigration background."*⁴¹⁴

The following short-term objectives were derived from this, to be actioned by the city administration:

*"Dresden has expanded its municipal services, networked them according to need, and made them accessible to all. People with a migration background are comprehensively informed about available services and how to access them."*⁴¹⁵

Within this sphere of activity, it is the responsibility of the city administration to make immigrants more aware of the various guidance and support services, including self-help, making these services more interculturally inclusive for the target group and expanding them according to need. In addition, medical care for asylum seekers must be guaranteed and opened up to include other groups in need.

Identifying opportunities for preventive health care and making them effective for specific target groups

Health is a determining factor for the quality of life of every human being. When people have the necessary physical and mental well-being, they are enabled to participate in and help shape society. Thus, the health of the individual is a high priority for society. The determining factors for health are manifold. The following examples play a decisive role:⁴¹⁶

- age, gender
- individual lifestyle factors
- social and urban networks
- living and working conditions
- general conditions of the socio-economic, cultural and physical environment

In order to optimise the health of every person and minimise disease risks, health strategies and services must take these factors into account. Migration background is a clearly influential factor. Thus far, however, immigrants and their particular needs have not (always) been taken into account to the extent necessary.⁴¹⁷

There is also a need for action in Dresden's health care system, e.g., especially with regard to a lack of intercultural inclusiveness of the core services. As a measure to rectify this, the Public Health and Prevention Office has made good use of financial support from the Multilingual Public Relations Fund since 2018. Numerous information sheets, flyers and brochures were published in different languages, e.g., on the dangers of addiction and drugs, on sexual health, sex work, and on the other services offered by the Public Health and Prevention Office's own advice centres. In addition, the community interpretation service was used more regularly and more frequently, which is also an indication that the services are better known in the respective target groups. However, there are also further needs here. With work related to the Prostitutes Protection Act (ProstSchG), it became apparent that interpretation services outside of the community interpretation service often also have to be used in counselling. The reason is that the community interpretation service does not cover all languages. In order to provide faster and more efficient counselling, the additional use of video interpretation services would make sense.

⁴¹⁴ Integration and Foreigners' Commissioner of the state capital Dresden: Integration concept for people with a migration background 2015–2020. Dresden 2015, p. 85.

⁴¹⁵ Ibid.

⁴¹⁶ Cf. Federal Centre for Health Education: Determinants of Health. <https://www.leitbegriffe.bzga.de/alphabetisches-verzeichnis/determinanten-von-gesundheit/>, available on 05 January 2021.

⁴¹⁷ Cf Robert Koch Institute: Verbesserung der Informationsgrundlagen zur Gesundheit von Menschen mit Migrationshintergrund. In: Journal of Health Monitoring. Berlin 2019, p. 49.

So far, the social workers have conducted counselling in English in these cases. Other counselling centres where time is regulated (e.g. pregnancy conflict counselling) would also benefit from video interpreting services.

It should also be emphasised that other advisory services offered by the Public Health and Prevention Office also provide advice in English if required. This applies, for example, to the Advice Centre for AIDS and Sexually Transmitted Infections, to vaccination advice and travel vaccination advice. Multilingual information materials are also often used. In the Counselling Centre for Cancer Patients and Their Relatives, counselling sessions in the presence of an interpreter are taking place more and more frequently. Awareness of this advice centre is still low among those migrants affected and their relatives, as well as among migrant associations. However, there are cooperative efforts with the Ausländerrat Dresden e. V. and the Dresden Jewish community to improve the situation.

Several sex education events for homosexual asylum seekers have also taken place in the past. At these events, the testing and advisory services offered by the Public Health and Prevention Office around sexually transmitted diseases, and those of other associations were made known.

Particularly noteworthy is the commitment of the Public Health and Prevention Office to increase the number of people with a migration background in the workforce. Compared to other offices, great progress has been made here (see also the sphere of activity "Intercultural orientation and inclusiveness of the city administration").

In the future, it will be a matter of expanding these services of the Public Health and Prevention Office according to need, adapting them to changing needs and integrating further topics or service areas into the process of intercultural inclusiveness.

It is important that immigrants, as part of urban society, are given greater consideration in urban strategies/planning in the areas of health and social affairs (Public Health and Prevention Office, Social Welfare Office). A positive highlight is the Asylum and Integration Sector Plan 2022 published by the Social Welfare Office in 2019, a directive for the improvement of health care for refugees. The strategy paper establishes "guidelines for integration work in Dresden" and also addresses the area of health. The Sectoral Plan provides an overview of the unique circumstances of asylum seekers and highlights specific needs. One measure, for example, was the introduction of a health card for asylum seekers, established in April 2020.

The Dresden City Council commissioned the city administration to examine the introduction of an electronic health card for asylum seekers in 2015. However, its introduction was delayed, as internal reservations with regard to this instrument first had to be resolved. Subsequently, the city administration, the Saxony State Directorate, the three applicable health insurance funds and the National Association of Statutory Health Insurance Physicians and Dentists were confronted with a very complex legal situation and numerous other challenges, so that it took a long time for the fundamental questions to be clarified. The health card for asylum seekers now contributes to better health care by eliminating waiting times for the issuing of treatment certificates from the Social Welfare Office, as well as possible stigmatisation when seeking medical services. Nor is it uncommon for treatments to be started more quickly now, as time-consuming authorisation processes for services have been eliminated or simplified, even though the scope of services remains unchanged.

A positive example of leadership on the part of the Public Health and Prevention Office is the Municipal Addiction Prevention Strategy Paper 2015. Among other things, this addresses the fact that refugees can be susceptible to substance abuse and addiction due to the trauma they suffered during their flight.⁴¹⁸ In order to provide appropriate support services for this and other target groups, it was decided that additional data on the target group and their needs would be collected in future addiction reports. Thus the use of addictive substances by immigrant women* and men* was addressed for the first time in the Dresden Addiction Report 2020.

In 2017, the City Council adopted the "Action Plan for Addiction Prevention at Wiener Platz and Other Hotspots to 2020". In order to curb the consumption of addictive substances in public spaces and, at the same time, to support those affected in coping with their problems, one new measure that was introduced was "addiction prevention in the form of street social work". The Dresden Street Social Work for Adults (SafeDD) has been active since

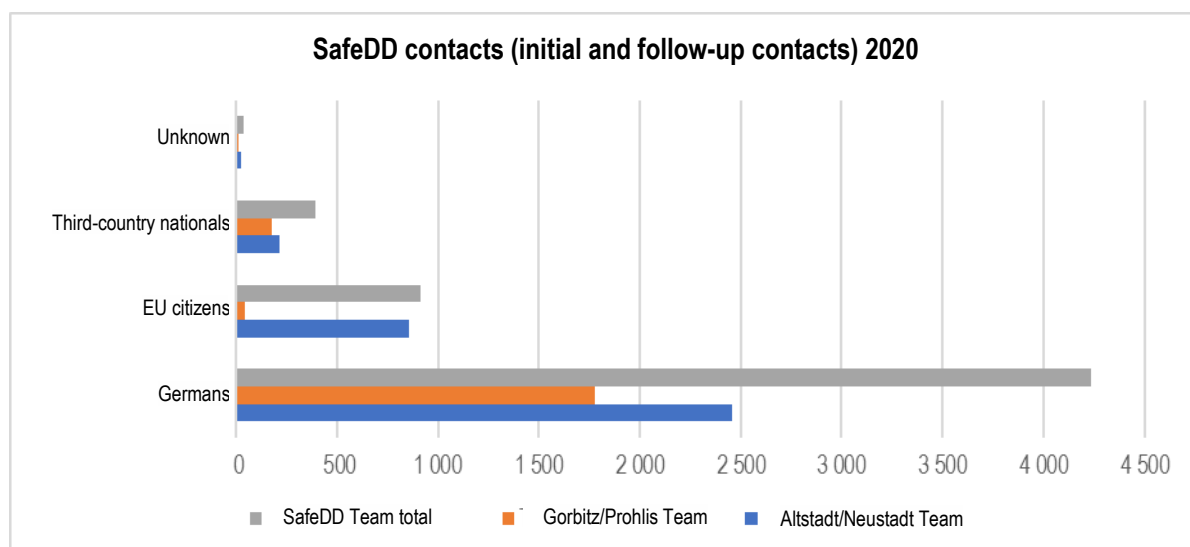
⁴¹⁸ State Capital Dresden. Public Health Office: Suchtprevention in Dresden. Strategiepapier. Dresden 2015, p. 4.

2019 in the districts of Altstadt, Neustadt, Friedrichstadt, Gorbitz, Prohlis and on the Otto-Dix-Ring, with a team of six street social workers. The social workers are multilingual, and one is also a specialist in the areas of asylum, migration and refugee flight. The need for this intercultural inclusive service becomes apparent when looking at initial and follow-up contacts in 2020. Of the total of 11,148 contacts, about a quarter (2,676) did not have German citizenship (see Figure 40). The three most frequent counselling topics named in the SafeDD's 2020 fact-finding report are social context (e.g., environment, family, friends, partnership), housing and health.⁴¹⁹ That the issue of housing featured significantly is probably common to the target group. For example, in 793 initial contacts, the Altstadt/Neustadt team found that about 25 per cent of the people were either homeless or entirely without shelter and, for another 33 per cent, the living and housing situation was not known.⁴²⁰ When counselling homeless people, the issues of housing and health were often closely related.⁴²¹ EU citizens and people from third countries are also affected by homelessness.⁴²² These people often find themselves in complex problem situations and the provision of care is made more difficult because people who are not entitled to benefits and do not have an independent source of income (e.g., non-German EU citizens) only have limited access to basic care (see also sphere of activity "Housing").⁴²³

Since the beginning of 2021, the financing of this important service has not yet been finally clarified. The Free State of Saxony has committed to financially supporting the continuation of the service. It is hoped that municipal co-financing can also be found to continue the work.

Figure 40: Number of total contacts of the SafeDD service by nationality and team in Dresden 2020

Source: SZL Suchtzentrum gGmbH. Straßensozialarbeit für Erwachsene. Team Dresden: Preliminary work dated 04 February 2021, in-house presentation.



Raising the visibility of needs that arise from multiple burdens and developing strategies/sectoral plans

In addition to possible health burdens, immigrants may also be exposed to multiple burdens due to disability, old age or dependence on care. Multiple stress factors can also arise due to the circumstances of sole parents or unemployed people with a migration background or refugees. These can significantly complicate the integration process as they affect participation in society.⁴²⁴ In order to develop strategies and measures to deal with these challenges, urban strategies/sectoral planning must address these needs more systematically and holistically. This has been strived for in many places in recent years, but has not yet been sufficiently implemented.

⁴¹⁹ Cf. SZL Suchtzentrum gGmbH. Straßensozialarbeit für Erwachsene. Team Dresden: Sachbericht 2020. SafeDD – Streetwork für Erwachsene. Dresden 2021, p. 8.

⁴²⁰ Cf. *ibid.*, p. 11, own calculation.

⁴²¹ Cf. *ibid.*

⁴²² Cf. *ibid.*, p. 7.

⁴²³ Cf. Deaconal work – Stadtmission Dresden gGmbH; Heilsarmee Dresden; SZL Suchtzentrum gGmbH; Treberhilfe Dresden e. V.: Grundversorgung für nicht leistungsberechtigte Personen in Dresden. Positionspapier. Dresden 2020.

⁴²⁴ Cf. Der Paritätische Gesamtverband: Migration und Behinderung. Berlin 2020, p. 17 ff.

In the first update in 2017 of the Action Plan for the Implementation of the UN Convention on the Rights of Persons with Disabilities, for example, the necessary professional exchange and resulting cooperation was initiated in specific areas through the involvement of experts in integration work and immigrants. As a result, measures were developed with the aim of better addressing the needs of immigrants. However, these measures were only partially implemented. Since those affected by multiple burdens often also face discrimination on multiple fronts, they should receive special attention from the city. The aim must be to continue the efforts to correlate the technical content of the new Dresden Action Plan on Integration 2021–2026 with the Action Plan for the Implementation of the UN Convention on the Rights of Persons with Disabilities, as well as to interlink the concepts more closely in terms of content. This requires, for example, the creation of a database of immigrants with disabilities, including asylum seekers and persons on tolerated stay permits. This data would make it possible to identify concrete needs in order to better address them in the next stage. A closer interlinking of content and thus intersectionality is also possible with the Equality Action Plan and the sectoral planning of work with the elderly and assistance for the elderly.

In general, a database needs to be set up to represent the health situation of people with a migration background. Since no data are available to describe the state of health of the Dresden population, this is important. People with a migration background should also be taken into account. This can only be done by means of a survey. An examination of how such a survey can be implemented is still pending.

Even in the Dresden Care Network (PflegeNetz) – a stakeholder steering committee that bundles all city-wide information in the field of care – immigrants have so far played a rather subordinate role. One of the goals of recent years has been to give greater consideration to immigrants and to include their specific needs and problems in the networking structure of the Dresden Care Network. However, until 2018, staff shortages prevented this from being implemented. In 2019 and at the beginning of 2020, the Care Network's "Care Planning" working group also dealt with the topic of "Care services for groups with specific needs and gender-aware or intercultural care" as part of the development of an overarching service structure. However, the pandemic prevented this work from continuing in 2020. It is intended in future planning for this topic to be considered in the "Good Care 2025+" recommendations for action.⁴²⁵

Furthermore, the Contact and Information Centre for Self-Help Groups (KISS), which has been active in Dresden since 1992, has not been sufficiently interculturally inclusive. KISS has a wide range of tasks, including advising and informing about self-help options and suitable offers of social and health care assistance, referring people to suitable self-help groups or supporting them in founding their own self-help groups. In recent years, the number of consultations with people interested in self-help has remained consistently high, but only very few people with a migration background have taken advantage of them. Out of 839 consultations in 2019, only twelve people (1.4 per cent) indicated a migration background.⁴²⁶ Although specifying place of birth was voluntary, the low number suggests there might be barriers to access.

With regard to the self-help group points of contact, there has been a general increase in recent years, but the number of people with a migration background involved here was not recorded. Despite 28 self-help groups (as of 06 January 2021) stating that they are multilingual (German and English)⁴²⁷, it can be assumed from the above figures that immigrants in particular are not being sufficiently reached. In order to better integrate the target group, the services need to be more interculturally inclusive. This can be achieved, for example, by lowering the access threshold and implementing clearer multilingual public relations work. Many immigrants are not even familiar with the concept of self-help or self-help groups from their countries of origin, and sometimes the use of such services is perceived as shameful. One step could therefore be to organise information evenings together with the migrant associations and groups and to make (existing) multilingual public relations work more prominent.

⁴²⁵ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 08 October 2020.

⁴²⁶ Cf. State Capital Dresden. Social Welfare Office: Preliminary work dated 02 September 2020.

⁴²⁷ Cf. State Capital Dresden. Social Welfare Office: Selbsthilfe. <https://www.dresden.de/de/leben/gesund-heit/beratung/selbsthilfe/themen.php>, available on 15 January 2020.

Challenges for the coming years will be

- to evaluate and update existing strategies/sectoral planning within this sphere of activity with regard to the needs of people with a migration background
- to more consistently factor in cumulative burdens and resulting needs, to incorporate the required action more consistently into strategies/sectoral planning, and to interlink these more effectively
- to systematically make the contact and information centre for self-help groups (KISS) more interculturally inclusive, and to create needs-based services for people with a migration background
- to continue and deepen the efforts to make mainstream services more interculturally inclusive (e.g., through appropriate training, addressing (further) barriers to access and further increasing the diversity of staff)

One topic that will also have to be given greater attention in the coming years in the context of migration/refugees is the topic of domestic violence and increased intercultural inclusiveness of the corresponding support services.

Excursus on work with senior citizens and assistance for the elderly

The earlier Sectoral Plan for Senior Citizen Work and Assistance for the Elderly in the City of Dresden (2010) took older immigrants into account only partially in its aims and measures. Interculturality has so far played a subordinate role in work with seniors and assistance for the elderly. One possible reason for this was that the average age of immigrants is significantly younger than that of non-immigrants. In 2019, the average age of people with a migration background in the Federal Republic of Germany was 35.4 years compared to 46.7 years for people without a migration background.⁴²⁸ However, forecasts show that a significant increase in the number of older immigrants is to be expected.⁴²⁹ This results not only from the natural ageing of those already living here, but also from the increase in the number of older refugees, as well as from family reunification. At the beginning of 2021, the Social Welfare Office presented a first internal draft of the new Sectoral Plan for Senior Citizen Work and Assistance for the Elderly. The draft includes the expansion and qualification of targeted measures to strengthen preventive and health-promoting services and the support of equal opportunities for particularly vulnerable target groups, such as older immigrants or people from socially disadvantaged groups.⁴³⁰ The draft notes that, despite the diversity of immigrants, common social and health aspects can be identified. Overall, immigrant seniors have a lower household income, a higher health risk due to their biography, and usually have stronger intergenerational relationships. Self-help services, work with the elderly, preventive health care, etc., must therefore be made more interculturally inclusive in future.⁴³¹ The Integration and Foreigners' Commissioner made a statement on the draft sectoral plan, commenting on the following aspects:

- The aim of increasing intercultural inclusiveness is very important, but it must be backed by concrete measures. In particular, possible barriers to access must be analysed and removed. Likewise, the multilingualism of the staff should be increased, the proportion of staff with a migration background should be increased and the community interpretation service should be used. Regular cooperation with Dresden migrant associations helps to systematically implement and guide the process of inclusiveness.
- In the continued process of drawing up and discussing the Sectoral Plan for Senior Citizen Work and Assistance for the Elderly, immigrants, especially seniors, must be addressed and involved in a targeted manner.

Future work with senior citizens must also take a more intersectional approach than ever before. This applies on both a conceptual and practical level and affects almost all spheres of activity. Examples are language training and language acquisition for older people.

⁴²⁸ Cf. Federal Government Commissioner for Migration, Refugees and Integration: Deutschland kann Integration: Potenziale fördern, Integration fördern, Zusammenhalt stärken. Bericht. Berlin 2019, p. 22.

⁴²⁹ Cf. Federal Government Commissioner for Migration, Refugees and Integration: Die Lage der Ausländerinnen und Ausländer in Deutschland. Bericht. Berlin 2014, p. 27.

⁴³⁰ Cf. State Capital Dresden. Social Welfare Office: Fachplan Seniorenarbeit und Altenhilfe. (Draft). V0813/21.

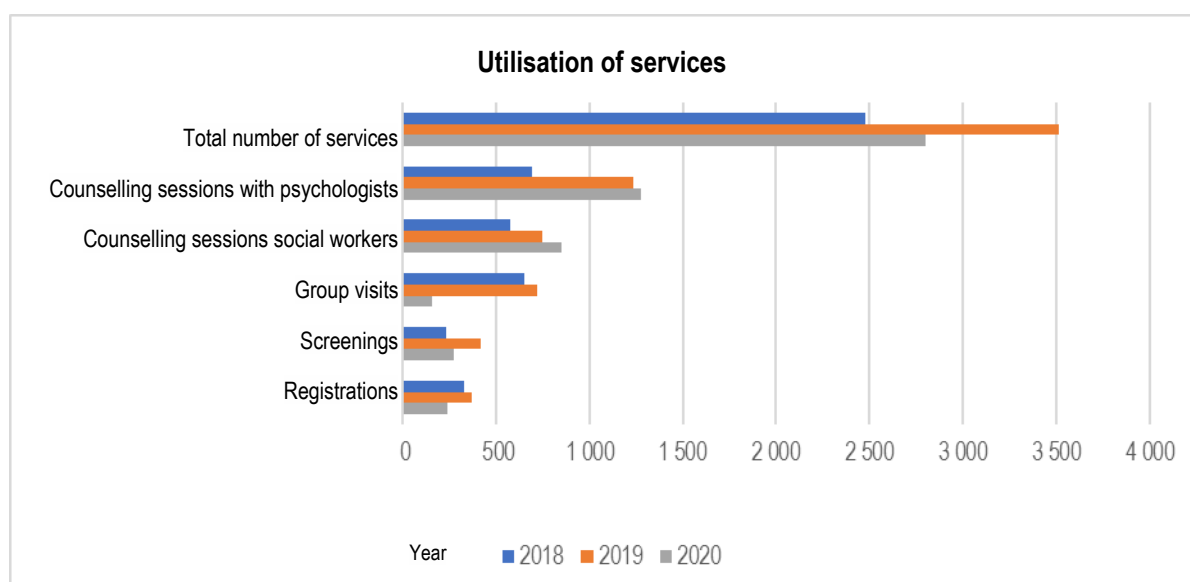
⁴³¹ Cf. *ibid.*

Maintaining and further qualifying support structures

Various new structures have been established in Dresden in recent years to support people with health problems. Since 2016, adult migrants with psychological problems have had the opportunity to visit the Dresden Psychosocial Centre (PSZ Dresden). Set-up and financial support are provided by the Free State of Saxony. The PSZ Dresden is responsible for Dresden and the East Saxon area. In the PSZ, a multi-professional team of psychologists, social workers and cultural mediators provide basic initial care. The provider is DAS BOOT gGmbH Sozialpsychiatrisches Zentrum. The counselling concept is based on a structured screening procedure, which is followed by psychological counselling and treatment services, accompanying socio-pedagogical counselling and support, group services, and/or referral to other support services. The PSZ is of enormous importance for Dresden, as it is a comprehensive, low-threshold contact point for immigrants, offering specialised psychological and socio-pedagogical counselling and psychotherapeutic treatment. The facility is also used by people outside of Dresden. If necessary, the specialists of the PSZ also work together with interpreters during counselling or treatment. The increase in patient numbers from 2,474 in 2018 to 3,511 in 2019 highlight the great value of this service. Due to the pandemic, numbers in 2020 decreased, as they did in many facilities, to 2,801. This was primarily due to the significant decrease in group visits, from 718 in 2019 to 158 in 2020.

Figure 41: Entwicklung der Inanspruchnahme von Leistungen des Psychosozialen Zentrums 2018 bis 2020 in Dresden

Source: Cf. das BOOT gGmbH. Social Psychiatric Centre: Preliminary work dated 07 September 2020 and 10 February 2021, in-house presentation.



The most frequent health complaints mentioned by those seeking advice are sleep disorders and nightmares, difficulty concentrating, the need for psychopharmaceutical treatment and psychosomatic problems. But thoughts of suicide and post-traumatic stress disorder are also frequently cited reasons for treatment. The development of a trauma is not linear, which is why psychological disorders are often delayed.⁴³² As a result, the number of patients has tended to rise in recent years, despite declining immigration. Unfortunately, however, these services are available only to people who are at least 18 years old. The work of the PSZ Dresden is mainly funded by the Free State of Saxony. Co-financing from municipal funds is being sought. The PSZ Dresden treatment centre is supported by federal project funds. The aim of the city administration should be to ensure that funding is also secured for this important service in the future. Furthermore, it is necessary to expand the service to cater to children, young people and immigrant families.⁴³³ It should also be determined to what extent municipal funding can support language mediation for immigrants in addition therapy services.

An equally important institution is the "Internationale Praxis". This was founded in 2015 as the "Flüchtlingsambulanz – Praxis zur ambulanten Versorgung von Asylsuchenden" (refugee clinic – practice for outpatient care of asylum seekers) in the rooms of the on-call medical practice of the Saxony Association of Statutory Health Insurance Physicians. The aim was and is to enable immigrants with limited German language skills to receive medical

⁴³² Cf. das BOOT gGmbH Sozialpsychiatrisches Zentrum: Preliminary work dated 07 September 2020.

⁴³³ See also: Working Group DaZ of the UnterfachAG school social work at high schools: Feedback on the analysis of the municipal spheres of activity. Preliminary work dated 22 April 2021.

care. For this purpose, language and cultural mediators, as well as multilingual staff are employed. To minimise barriers to access, the practice conducts examinations in many languages, including Arabic, Farsi, Russian, Georgian, Macedonian, Spanish, Kurdish, Turkish, Urdu and Pashto. Treatments are provided for both acute and chronic conditions in the areas of general medicine, gynaecology, paediatrics and psychiatry/neurology. Preventive medical check-ups are also carried out. As this is a family practice oriented towards family medicine, parents and children are treated here. The patients come from Dresden and the surrounding area. In addition to basic medical care, the practice has achieved integration with mainstream services, relieved the patient load of doctors in private practices and emergency rooms, relieved the load on the city administration, and increased the efficiency and the quality of care by ensuring the combined professional and intercultural competence of its staff. Nor has the number of patients at the Internationale Praxis decreased. Quite the opposite. Between 60 and 120 patients are treated daily. The total number of patients cared for in 2020 was 19,400.⁴³⁴ Despite high patient numbers, the funding period for the Internationale Praxis is always limited to only a few years. The next expiry date is 31 December 2022. Due to the planning uncertainties that this entails, the aim must be to maintain and fund the practice as a permanent service provider.

Many institutions and areas of the Public Health and Prevention Office cooperate closely with the "International Practice". These include, for example, the drug advice centre, the subject group "AIDS and sexually transmitted diseases" and the subject area of "health advice centres". In addition, there is a cooperation agreement between the "International Practice", the Association of Statutory Health Insurance Physicians and the municipal pregnancy advice centre. The counsellors offer advice on ensuring a non-prosecutable termination of pregnancy in order to ensure the anonymity of women and their freedom of choice.

Challenges for the coming years will be

- to ensure continued financial security of the established psychosocial and medical services and, if necessary, to make municipal (co-)funding available
- to promote integration into the existing mainstream services (e.g., through sufficiently available interpreting services, increased intercultural inclusiveness, e.g., psychosocial counselling services)
- to expand and, if necessary, redesign the existing service structures so that previously disregarded groups can receive sufficient medical care (e.g., treatment of trauma in children and adolescents, funding of language mediation in addiction-specific services)

In addition to expanding and maintaining the "International Practice", it is important that the medical practices in Dresden also open themselves up more to immigrants. Due to language barriers and, in some cases, mutual fear of physical contact, there are often barriers that lead to immigrants having difficulties in finding doctors to treat them. Medical practices can be supported in the intercultural inclusiveness process, for example, by making multilingual services and the community interpretation service better known. Another step can be the publication of the multilingual options available in the doctor's practices.

Sport

For the sphere of activity "Sport" in Dresden, the Integration Concept 2015–2020 outlined the following medium-term goal:

*"By 2020, Dresden will guarantee equal access to municipal services for people with an immigration background."*⁴³⁵

The following short-term objectives were derived from this, to be actioned by the city administration:

⁴³⁴ Cf. Kassenärztliche Vereinigung Sachsen; Freistaat Sachsen: State capital Dresden: Internationale Praxis. Preliminary work dated 30 April 2021.

⁴³⁵ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015–2020. Dresden 2015, p. 85.

"Dresden has expanded its municipal services, networked them according to need, and made them accessible to all. People with a migration background are comprehensively informed about available services and how to access them."⁴³⁶

Within this sphere of activity, it is the responsibility of the city administration to create a framework for sports volunteer work, for the participation of all Dresdeners in sports, and for the recognition of volunteer work in the area of sports.

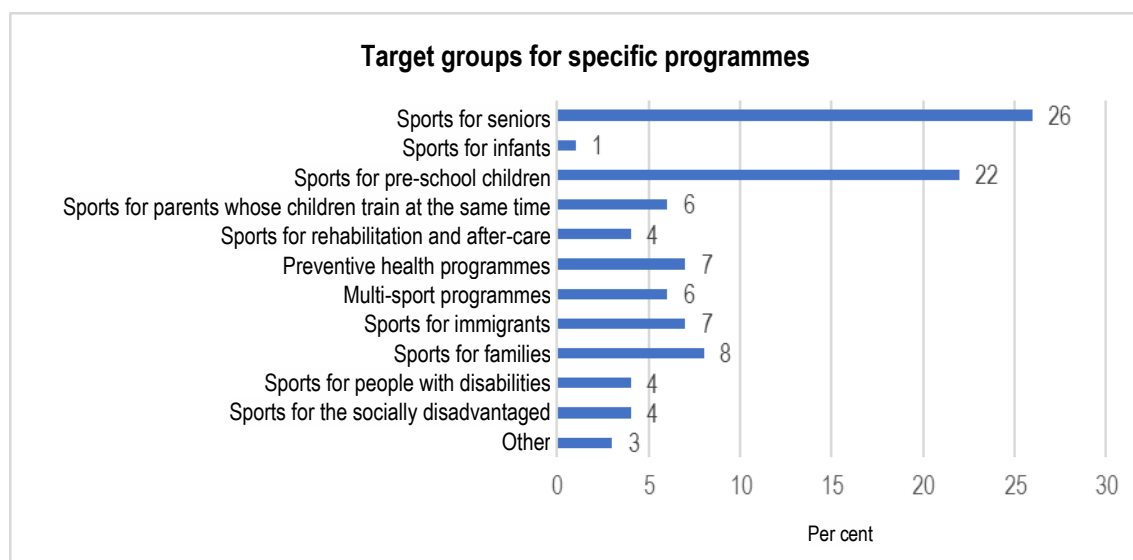
Sports development planning revealed a need for action

Sports development planning is updated regularly. The current document, based on data from 2017 and 2018, covers a planning period up to 2030. As part of the analysis, sports clubs, schools, social institutions in Dresden, and others, were contacted by means of a standardised questionnaire. Key indications of the survey included:

Of the 375 Dresden sports clubs contacted, 60 per cent (224 clubs) responded.⁴³⁷ Half stated that they provided at least one target group-specific offer. Seven per cent of the target group-specific offers were directed at immigrants.⁴³⁸

Figure 42: Target groups for specific offers from sports clubs 2017/18 in Dresden (per cent)

Source: Cf. Department of Sport Science and Sport. University of Erlangen-Nuremberg: Fortschreibung der Sportentwicklungsplanung in der Landeshauptstadt Dresden. Wissenschaftliche Begleitung – Endbericht. Nuremberg 2018, p. 53, in-house presentation.



18 per cent of sports clubs offered programmes for non-members.⁴³⁹ Nine per cent stated that they work with "organisations of and for immigrants"⁴⁴⁰. 51 per cent of sports clubs said that they are "very interested" or interested "under certain conditions" in expanding their cooperation.⁴⁴² The surveyed sports clubs also emphasised that "member retention/acquisition" and the "new generation of children" are among the medium-sized problems with a rating of 2.5 on a scale of 1 to 5.⁴⁴³

27 per cent agreed with the statement "Clubs that implement integration/inclusion measures (e.g., immigrants, disabled people) should receive special support", 43 per cent answered "partly" and 19 per cent disagreed.⁴⁴⁴

⁴³⁶ Ibid.

⁴³⁷ Cf. Department of Sport Science and Sport. University of Erlangen-Nuremberg: Fortschreibung der Sportentwicklungsplanung in der Landeshauptstadt Dresden. Wissenschaftliche Begleitung – Endbericht. Nuremberg 2018, p. 49.

⁴³⁸ Cf. *ibid.*, p. 52.

⁴³⁹ Cf. *ibid.*, p. 53.

⁴⁴⁰ This is a special term in sports development planning that is used only in this sphere of activity.

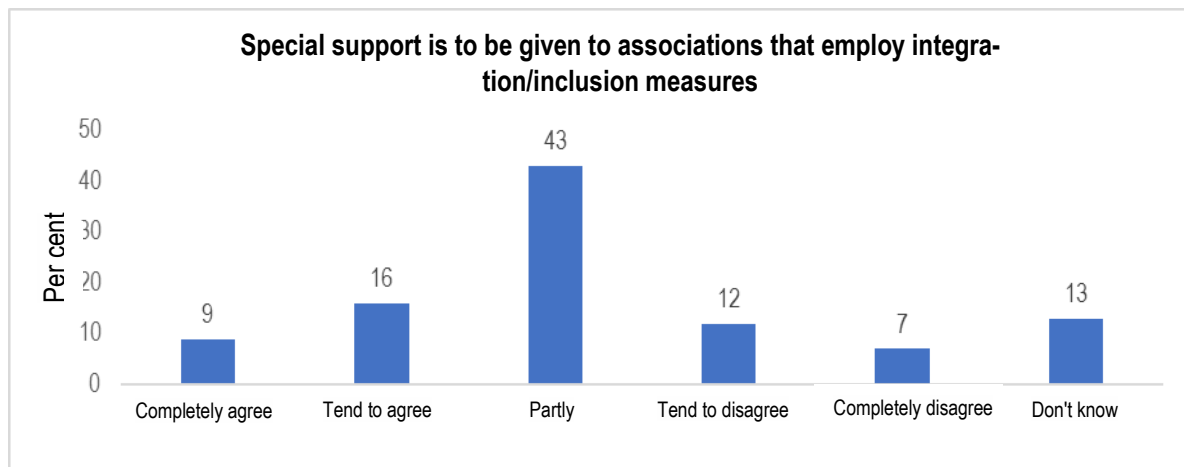
⁴⁴¹ Cf. Department of Sport Science and Sport. University of Erlangen-Nuremberg: Fortschreibung der Sportentwicklungsplanung in der Landeshauptstadt Dresden. Wissenschaftliche Begleitung – Endbericht. Nuremberg 2018, p. 55.

⁴⁴² Cf. *ibid.*

⁴⁴³ Cf. *ibid.* p. 53 f.

⁴⁴⁴ Cf. *ibid.*, p. 60.

Figure 43: Responses of sports clubs regarding special support of integration/inclusion measures 2017/18 in Dresden (per cent)
Source: Cf. Department of Sport Science and Sport. University of Erlangen-Nuremberg: Fortschreibung der Sportentwicklungsplanung in der Landeshauptstadt Dresden. Wissenschaftliche Begleitung – Endbericht. Nuremberg 2018, p. 60, in-house presentation.



Of the 206 schools contacted, 70 per cent (146 schools) responded.⁴⁴⁵ Around 48 per cent maintained cooperation with other organisations in the area of sport, but none of these were "organisations of and for immigrants" (zero per cent). On the other hand, almost half said they cooperate with sports clubs.⁴⁴⁶ Fifty-three per cent of the schools were "very interested" or "interested under certain conditions" in expanding cooperation.⁴⁴⁷

Of the social institutions, 123 were called to participate in the survey.⁴⁴⁸ Half (62) participated. Of the social institutions that responded, 29 per cent said that they target their services at people with a migration background.⁴⁴⁹

37 per cent of all social institutions that offer regular sporting activities cooperate with other organisations in the area of sport. Six percent of these were with "organisations of and for immigrants". About one third cooperate with sports clubs (Figure 44).⁴⁵⁰

62 percent of the social institutions were "very interested" or "interested under certain conditions" in expanding cooperation.⁴⁵¹

⁴⁴⁵ Cf. *ibid.*, p. 49.

⁴⁴⁶ Cf. *ibid.* p. 69 f.

⁴⁴⁷ Cf. *ibid.*, p. 70.

⁴⁴⁸ Cf. *ibid.*, p. 49.

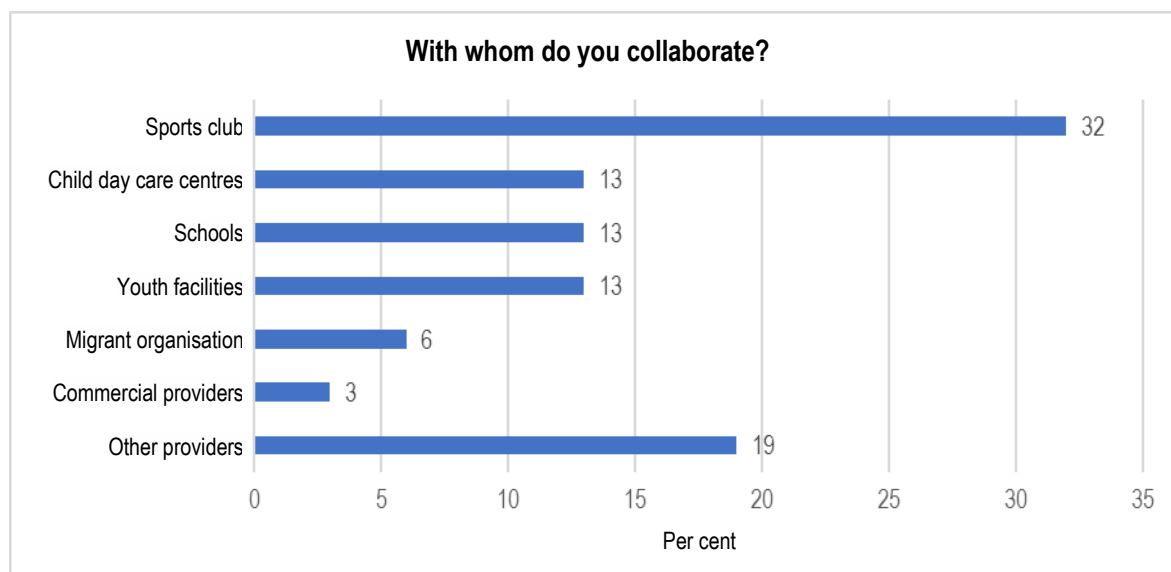
⁴⁴⁹ Cf. Department of Sport Science and Sport. University of Erlangen-Nuremberg: Sportentwicklungsplanung Dresden. Survey results from clubs and schools. Dresden 2017, p. 4. https://www.dresden.de/media/pdf/sport/Befragungsergebnisse_von_Vereinen_und_Schulen.pdf, available on 17 April 2020.

⁴⁵⁰ Cf. Department of Sport Science and Sport. University of Erlangen-Nuremberg: Fortschreibung der Sportentwicklungsplanung in der Landeshauptstadt Dresden. Wissenschaftliche Begleitung – Endbericht. Nuremberg 2018, p. 74.

⁴⁵¹ *Ibid.*, p. 75.

Figure 44: Responses of the social institutions regarding cooperation 2017/18 in Dresden (per cent)

Source: Cf. Department of Sport Science and Sport. University of Erlangen-Nuremberg: Fortschreibung der Sportentwicklungsplanung in der Landeshauptstadt Dresden. Wissenschaftliche Begleitung – Endbericht. Nuremberg 2018, p. 74, in-house presentation.



In the process of sports development planning, it was derived from the survey results that particularly "those groups in the population that (...) are less catered for by the current services (e.g., socially disadvantaged people, people with a migration background, people with disabilities) should be taken more into consideration in the future"⁴⁵². Corresponding measures were to be implemented promptly.⁴⁵³ Consequently, the current catalogue of measures in the sports development planning includes the project, "Development of services for target groups", which include, among others, children and young people, women, people with disabilities and immigrants. Under the leadership of the owner-operated municipal enterprise, Eigenbetrieb Sportstätten, the target groups should be surveyed in the short term (i.e., within two years) regarding their needs and barriers to access, with the help of a working group. This is to be followed up with a proposal and the generation of appropriate options.⁴⁵⁴ The working group has begun its activities. Furthermore, there is a measure in the catalogue that includes the "creation of sufficient swimming courses specifically for women*"⁴⁵⁵. Here, too, the implementation time frame is defined as "short-term". This measure is a gender-specific service to support migrant women*, in particular, who did not have the opportunity to learn how to swim in their countries of origin.

Sports funding improves framework conditions

On 22 June 2017, the City Council adopted a new version of the "City of Dresden Sports Funding Directive" (V1696/17). In coordination with the Integration and Foreigners' Commissioner, new funding areas for immigrants were integrated:

- Event organisers that are not a sports club can receive funding for events in which sport is the main focus.
- Dresden sports club projects with other sponsors (also in the area of migration) can be funded.
- For refugees, there is a bonus of five euro towards sports club membership for twelve months.
- For sports clubs participating in a federal or state programme that funds immigrant integration, an additional 500 euro will be paid for expenses.

The latter funding area is specifically directed at base clubs, i.e., clubs that participate in special state or federal integration programmes. These clubs receive support in becoming more interculturally inclusive, for example, and

⁴⁵² Cf. *ibid.*, p. 87.

⁴⁵³ Cf. *ibid.*

⁴⁵⁴ Cf. *ibid.*, o. p., measure 50.

⁴⁵⁵ Cf. *ibid.*, o. p., measure 62.

offer low-threshold services specifically for immigrants. This area of support is very much welcomed by the integration advisor of the StadtSportBund Dresden e. V.. He explains: "A step forward is the inclusion of integration in the municipal sports funding directive. It is also important to note that this is a lump sum grant. This gives the clubs some flexibility in how they use the money."⁴⁵⁶

In 2020, the sports funding guideline was re-evaluated and its updated version adopted by the City Council (V0060/19). The impact of the new funding areas was also analysed. Instead of the bonus for refugees, which was not met with the desired response and proved to be too complicated, a new area was included: "Funding of project work with refugees and people with a migration background". It is now possible to give sports clubs a financial incentive, for example, by funding:

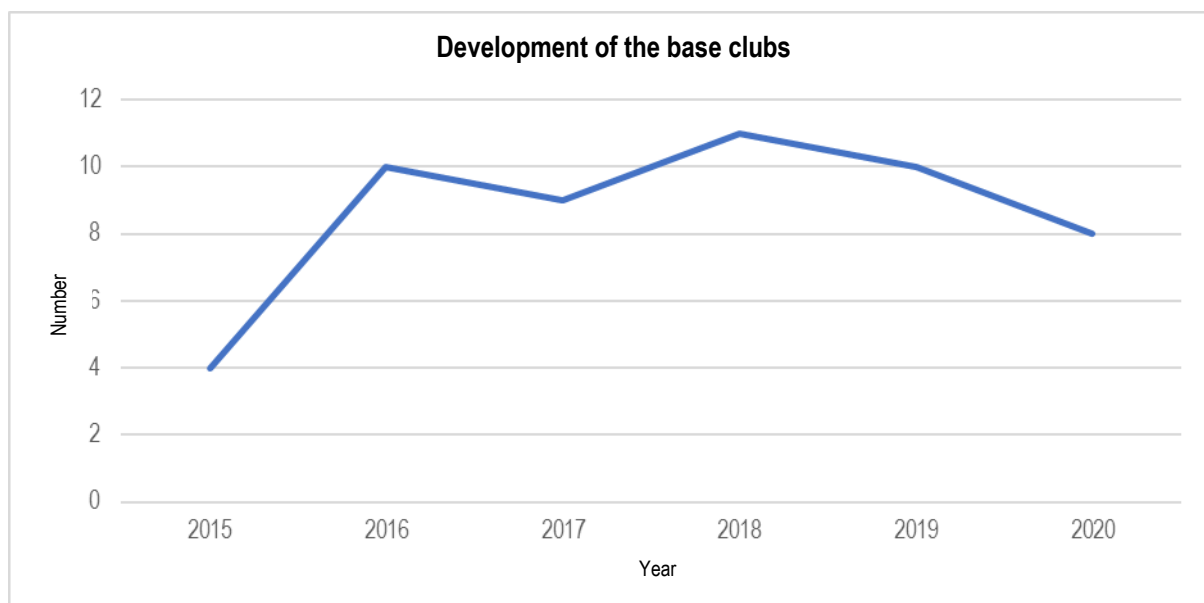
- qualified exercise instructors on a minimal basis
- training for the acquisition of intercultural competencies
- multilingual public relations work
- programmes for people with and without a migration background to meet and do sports together.

Important structures expanded and professionalised

The number of Dresden base clubs that are part of the "Integration through Sport" and "Promoting the Integration of Refugees through Sport" programmes has grown significantly since 2015, although it is subject to annual fluctuations. This was accompanied by a diversification of interculturally inclusive sports offerings. There were seven different sports in 2015, nine in 2017 and fourteen in 2020. These include football, chess, rugby, cricket, hurling, Australian football, general sports, volleyball, martial arts, archery, traditional kung fu, qi gong, wrestling and dancing.⁴⁵⁷

Figure 45: Development of the number of base clubs 2015 to 2020 in Dresden

Source: Cf. StadtSportBund Dresden e. V.: Preliminary work dated 08 May 2020 and 14 February 2021, in-house representation.



Due to the focus of the work in the base clubs, these clubs are frequented more by immigrants than other leisure sports clubs. For example, in the clubs that applied for recognition as base clubs in 2020, they made up nine per cent of members (voluntary information from members).⁴⁵⁸ Due to the great potential for integration, two base club programmes should be highlighted as examples:

- "We're on the ball" at SV Motor Mickten: this is a weekly programme for children and young people from refugee reception centres. It offers the opportunity to get a taste of different sports.

⁴⁵⁶ StadtSportBund Dresden e. V.: Preliminary work dated 08 May 2020.

⁴⁵⁷ Cf. StadtSportBund Dresden e. V.: Preliminary work dated 14 February 2021.

⁴⁵⁸ Cf. StadtSportBund Dresden e. V.: Preliminary work dated 08 May 2020.

- "Integrative Football Team FC Rotes Meer Dresden": the team plays regularly as the third men's team of VfB Hellerau Klotzsche.⁴⁵⁹

Since 2018, an integration advisor has been working at the StadtSportBund Dresden e. V. He is an important contact person for Dresden's sports clubs. The conceptual work and networking of the various services and projects are central to his work. When asked about his view on the status of intercultural inclusiveness in leisure sports clubs and the need for action by the city, he emphasised: "In general, there is a great willingness on the part of Dresden's sports clubs to get involved with immigrants and refugees. A reflection of society is (...) also seen here, so that some clubs do more and some clubs do less. The growing number of base clubs is moving things in the right direction. (...) The situation regarding the provision of sports facilities in Dresden is still completely unsatisfactory. More sports facilities and more indoor swimming pools lead to increased attendance in the clubs, which in turn benefits immigrants."⁴⁶⁰

The integration advisor also emphasised that it is important to provide targeted financial support for specific target groups, for example, through the Local Action Programme for a Diverse and Cosmopolitan Dresden, in the area of sport.⁴⁶¹

Further need for action identified

Unfortunately, there are no figures on how many immigrants or people with a migration background are active in Dresden's sports clubs. Therefore, membership developments and upstream processes of intercultural inclusiveness cannot be presented. Differentiation between specific groups of immigrants, for example, refugees, is therefore also impossible. However, a elaborated consideration and evaluation of the results of the analysis of the sports development planning is appropriate at this point:

Cooperation between the respondents (sports clubs, schools, social institutions) and "organisations of and for immigrants" is conspicuously low. At the same time, however, a large number of respondents expressed a clear interest in expanding their cooperation. The proportion of target group-specific programmes for immigrants at the sports clubs is also only in the middle range compared to other target groups. Experience suggests it is even lower for immigrant women*.

At the same time, quite a few "organisations of and for immigrants" and social institutions in Dresden are offering their own sporting activities. In addition to those who use sports as a methodical means of achieving (social) educational goals, there are numerous programmes in which women* and men*, girls* and boys* train regularly, comparable to the activities of sports clubs. Representatives of the "organisations of and for immigrants" mention one reason – that the thresholds are too high for programmes offered by sports clubs. This is especially true for refugees.⁴⁶²

At the same time, sports clubs face challenges in recruiting members. In order to recruit members from the immigrant target group, options for non-members are a good, low-threshold instrument for getting to know the sports club. This also applies to regular cooperation with "organisations of and for immigrants". Target group-specific offers from sports clubs can also facilitate access for immigrants.

Very few "organisations of and for immigrants" are recognised as sports clubs. Therefore, they rarely benefit from Dresden sports funding. So the partial opening up of the Dresden Sports Funding Directive since 2017 is welcome. Beyond that, however, there is a greater need than ever to make sports clubs more interculturally inclusive. Sometimes this fails simply because the clubs are overwhelmed with administrative tasks that have to be fulfilled mainly on a voluntary basis. Here, general solutions are needed in terms of sports policy.

And yet, the claim of "being open to everyone" is often heard these days. This perspective does not go far enough and fails to recognise a variety of barriers to access. It individualises what are often structural problems. Another view that is often encountered – that target group-specific services are unnecessary because immigrants

⁴⁵⁹ Cf. *ibid.*

⁴⁶⁰ *Ibid.*

⁴⁶¹ Cf. *ibid.*

⁴⁶² Cf. State Capital Dresden. Social Welfare Office: Fachplan Asyl und Integration 2022. Dresden 2019, p. 62.

should be integrated into mainstream services from the very beginning – is also inadequate. In the integration process, it is important in the long run to have spaces for affirming one's own identity, self-assurance and self-help, in addition to dealing with the challenges of the new environment. This is achieved by providing target group-specific sporting activities for immigrants, "on the side" (see also the sphere of activity "Societal and social integration, self-organisation and political participation"). In addition, certain types of exercising and sport are perceived as foreign or shameful by women* and men* from some countries of origin (e.g., swimming and cycling for women*, or yoga and gymnastics for men*). Here, there is an additional need for special, gender-specific safe spaces. The coexistence of specialised offers and interculturally inclusive mainstream offers is therefore the best way for sports clubs to include as many immigrants as possible in their own ranks. The clubs thus make an important contribution to integration and social cohesion, alongside sports and health policy objectives. This also provides opportunities to recruit new trainers, coaches, referees and other volunteers for the club in the medium term.

Professional support for processes of intercultural inclusiveness in sports clubs is provided by the federal funding programme and the integration advisor of the StadtSportBund Dresden e. V. (Dresden Sports Federation).

In addition, reference is made to existing low-threshold programmes in the context of health promotion such as "Fit in the Park" and "Senior Fit Dresden". They are close-to-home, seasonal programmes promoting physical activity for all groups and designed to be low-threshold (free of charge and without registration) and open.

Challenges for the coming years will be

- to encourage and support further cooperation between sports clubs, "organisations of and for immigrants" and social institutions
- to make sports clubs more aware of the process of intercultural inclusiveness and guide them in this process (this also includes acknowledging and removing barriers to access)
- to expand specific offers for immigrants in sports clubs (also gender-specific)
- to consolidate offers for non-members, to make them more widespread, if possible, and to advertise them more effectively
- to examine the possibility of free limited membership for socially disadvantaged groups of people in the sports clubs (e.g. via the Dresden Pass)
- to expand public relations work for funding of sporting activities for children and young people as part of expanding needs-based (multilingual) education and participation services
- to make the open funding areas of municipal sports funding better known to "organisations of and for immigrants"
- to implement, as quickly as possible, the planned measures of the current sports development planning with a focus on immigrants
- to open up, where possible, further municipal (financial) support for use by leisure sports clubs, or to make this better known to the sports clubs

Cultural and religious diversity

Cultural diversity

For the sphere of activity "Cultural Diversity" in Dresden, the "Integration Concept 2015–2020" outlined the following medium-term goals:

- *"By 2020, Dresden will ensure that people with a migration background have equal access to municipal offers and services."*
- *"By 2020, Dresden will further develop the framework for equal access and the educational success of children and young people with a migration background."*⁴⁶³

This led to the following short-term goals for the work of the city administration:

- *"Dresden has expanded its municipal services, networked them according to need, and made them accessible to all. People with a migration background are comprehensively informed about available services and how to access them."*
- *"The multilingualism of children and young people with a migration background is recognised as a resource and is promoted in everyday pedagogical life."*⁴⁶⁴

In this sphere of activity, it is the task of the city administration to create a framework for equal cultural participation and continue to establish intercultural inclusiveness as a cross-sectional task in the cultural institutions and in the Office for Culture and Monument Protection.

Cultural diversity is promoted in Dresden

On 20 October 2005, the UNESCO General Conference adopted the "Convention on the Protection and Promotion of the Diversity of Cultural Expressions". The core of the Convention is the right of each state to take measures to protect the diversity of cultural expressions within its territory.⁴⁶⁵

Cultural education has a special status in Dresden. "Today, it is an integral part of general education and lifelong learning and addresses all people, regardless of origin or social status, of all ages."⁴⁶⁶ Taking into account the core statement of the "Concept for Cultural Education in Dresden 2020", that cultural education can make an important contribution to the (continued) development of a lively, diverse and inclusive urban society and a culture of togetherness, the following central focal points are defined:

- the expansion of district cultural work
- the creation of cultural education opportunities for all ages
- low-threshold access to cultural education
- engagement with digital formats and new media⁴⁶⁷

With regard to the diversity and inclusiveness of urban society, cultural education is seen as having an important function. It should be perceived as a platform for integrative processes and therefore for social participation. Especially under-represented target groups, such as refugees, should be better included. This inclusive approach aims to reduce existing barriers to access and any marginalisation or discrimination.⁴⁶⁸ Special attention is paid to

⁴⁶³ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015–2020. Dresden 2015, p. 85.

⁴⁶⁴ Ibid, p. 78 f.

⁴⁶⁵ Cf. German UNESCO Commission: Cultural Diversity. Die UNESCO-Konvention über den Schutz und die Förderung der Vielfalt kultureller Ausdrucksformen. <https://www.unesco.de/kultur-und-natur/kulturelle-vielfalt/kulturelle-vielfalt-weltweit/u40-netzwerk-kulturelle-vielfalt>, available on 26 August 2020.

⁴⁶⁶ State Capital Dresden. Office for Culture and Monument Protection: Konzept Kulturelle Bildung in Dresden 2020. V0654/20.

⁴⁶⁷ Cf. ibid.

⁴⁶⁸ Cf. ibid. p. 23 f.

the promotion of self-organisation and active participation and expanding the inclusiveness of cultural institutions.⁴⁶⁹ To achieve this, the content of cultural programmes, as well as their framework in terms of spaces, personnel and timing, must be even more strongly oriented towards the interests and needs of immigrants and other under-represented groups. A successful example of this is the project MUSAIK - Grenzenlos musizieren (limitless music-making), established in Dresden's Prohlis district in 2017. More than 50 per cent of the children making music have a migration background, as do the teachers.⁴⁷⁰

The aspiration of providing as many Dresdeners as possible with opportunities to participate in culture and education requires a constant exchange and sustainable alliances between stakeholders. This point is taken up by the "Concept for Cultural Education in Dresden 2020", which places great emphasis on the successful interaction of public and private intercultural stakeholders.⁴⁷¹ To facilitate the basic provision of culture, the concept provides a framework for planning future cultural education strategies. It therefore makes sense to consider structural necessities at this point. This includes, among other things, a more active participation of immigrants in municipal decision-making in the cultural sector, e.g., with targeted consideration when appointing members to the cultural advisory board and the specialist working groups, but also the involvement of the Integration & Foreign Citizens Advisory Committee in public participation events.

The "Cultural Development Plan of the State Capital Dresden", published in 2020, describes the framework and aims that are essential from the point of view of residents, cultural institutions and the municipal Office for Culture and Monument Protection. The basis of the Cultural Development Plan is the development of cultural education as a core theme and a prospect for the development of artistic and cultural life in Dresden.⁴⁷² Furthermore, the ongoing concept "Fair in Dresden – Developments and Spheres of Activity in Municipal Cultural Funding to 2025" shows that the current municipal cultural funding instruments comprise about 85 percent of the Municipal Cultural Funding budget within the budget of the Office for Culture and Monument Protection.⁴⁷³ Funding increased from €3,632,800 in 2016 to €4,494,300 in 2018. In a comparison of cities, Dresden is nevertheless at the lower end.⁴⁷⁴ In addition, a leaflet was developed from the revised "Guidelines for Municipal Cultural Funding in the City of Dresden" for applicants with little or no experience, in order to include migrant associations, in particular, and to reduce barriers to access.⁴⁷⁵

One example of a programme that benefits from funding is the "Kraftwerk Mitte Dresden", inaugurated in 2016 in the Wilsdruffer Vorstadt.⁴⁷⁶ With the arrival of various cultural institutions, an important centre of cultural education has emerged there.⁴⁷⁷ In order to strengthen the diversity of cultural expressions and to promote an interchange between people with different backgrounds, a Villa of Cultures is to be set up in the former Villa der Fabrikanten (Villa of the Factory Owners), at the entrance to the area. The intention is to incentivise different formats for participation and to facilitate access to the diversity of urban society.⁴⁷⁸

⁴⁶⁹ Cf. State Capital Dresden. Office for Culture and Monument Protection: Preliminary work dated 06 January 2021.

⁴⁷⁰ Cf. KEM Kommunalentwicklung Mitteldeutschland GmbH. Dresden Prohlis district office: Preliminary work dated 26 February 2021.

⁴⁷¹ Cf. State Capital Dresden. Office for Culture and Monument Protection: Concept for Cultural Education in Dresden 2020. V0654/20.

⁴⁷² Cf. *ibid.*

⁴⁷³ Cf. State Capital Dresden. Office for Culture and Monument Protection: Cultural Development Plan of the State Capital Dresden, version 06 March 2020; ongoing concept "Fair in Dresden". Entwicklungen und Handlungsfelder in der kommunalen Kulturförderung bis 2025. Dresden 2020, p. 4. https://www.dresden.de/media/pdf/kulturamt/Kulturentwicklungsplan_der_LHD_2020.pdf, available 07 December 2020.

⁴⁷⁴ Cf. *ibid.* p. 9 f.

⁴⁷⁵ Cf. State Capital Dresden. Office for Culture and Monument Protection: Fachförderrichtlinie der Landeshauptstadt Dresden zur kommunalen Kulturförderung (draft). V0654/20.

⁴⁷⁶ Cf. State Capital Dresden. Office for Culture and Monument Protection: Kulturentwicklungsplan der Landeshauptstadt Dresden, version 06 March 2020. Dresden 2020, p. 43. https://www.dresden.de/media/pdf/kulturamt/Kulturentwicklungsplan_der_LHD_2020.pdf, available 07 December 2020.

⁴⁷⁷ Cf. Kraftwerk Mitte Dresden: Mitte Kraftwerk project. <https://www.kraftwerk-mitte-dresden.de/>, available on 05 November 2020.

⁴⁷⁸ Cf. State Capital Dresden. Dresden Capital of Culture 2025 Bid Office: Bid Book. Neue Heimat Dresden 2025. Dresden 2019, p. 49.

Also worthy of mention is the "HELLERAU – European Centre for the Arts Dresden". It has developed into an important centre for contemporary dance in the former East German states. Artists' residencies, productions developed on site, international guest performances and co-productions all contribute to this. The aim is to firmly establish the Centre as a production and performance venue for independent performing arts. This makes "HELLERAU – European Centre for the Arts Dresden" an influential force in developing Dresden into a city of international significance in the promotion of cultural diversity.⁴⁷⁹

Understanding and implementing interculturality and intercultural inclusiveness across sectors

As already shown in the sphere of activity "Societal and social integration, self-organisation and political participation", migrant associations have clearly benefited in recent years from the municipal (financial) support. Therefore, it will not be discussed separately here.

It should be noted, however, that within the framework of institutional funding as part of Municipal Cultural Funding, two other long-established migrant associations with broad intercultural orientation were granted institutional funding and have been supported since.

One is AFROPA e. V. The association was founded in 2003, when Dresden residents from various African countries, as well as Germans, took the initiative and founded a centre for education, information and coming together, to foster appreciation between the different cultures. With the "Weltclub", the association set itself the goal of developing and testing out an intercultural centre in the outer Neustadt in 2018. This has since created a space where people from different backgrounds can develop themselves, implement their own ideas and design activities themselves.⁴⁸⁰ Other services offered by the association (e.g., migration social services) complement the spectrum of the "Weltclub".

The child and parent centre "Kolibri", a registered association since 2009, also succeeded in acquiring institutional funding in 2015. The association developed from a Russian music school originally, into an important contact point for immigrants from different countries of origin. The association is a well-networked, city-wide organisation involved in shaping community processes. The child and parent centre addresses cultural diversity, appealing to both children and adults with its wide range of programmes in various music, dance and art formats. The promotion of multilingualism and intercultural competency are fundamental components of the programmes.⁴⁸¹

In addition, the Ausländerrat Dresden e. V. (Dresden Immigration Council), for example, has received institutional funding for many years. In 2020, the funding was almost double what it was in 2015.⁴⁸² Since 1990, this association has been working for the rights and interests of immigrants, to promote social cohesion and enhance cultural, social and political participation. The Ausländerrat Dresden e. V. also houses an advice centre for immigrants (see also the sphere of activity "Social Guidance and Support") and provides child and youth welfare services. It is the sponsor of the "Special Unit for Immigration in the Context of Youth Welfare, mobile service" (see also the sphere of activity "Child and Youth Welfare"). It also regularly offers events, for example, exhibitions, language and painting courses, and sport and music activities.⁴⁸³

In addition to the providers mentioned as examples, many of the services offered in socio-cultural areas and in local districts are aimed directly at immigrants.⁴⁸⁴ In general, since 2015, there has been a noticeable increase in services aimed at this target group, but this trend currently seems to be declining again somewhat. In a survey on cultural education in Dresden, 21.8 per cent of respondents stated that they had special programmes for refugees

⁴⁷⁹ Cf. State Capital Dresden. Office for Culture and Monument Protection: Kulturentwicklungsplan der Landeshauptstadt Dresden, version 06 March 2020. Dresden 2020, p. 54. https://www.dresden.de/media/pdf/kulturamt/Kulturentwicklungsplan_der_LHD_2020.pdf, available 07 December 2020.

⁴⁸⁰ Cf. AFROPA e. V.: About Us. http://www.afropa.org/index.php?option=com_content&view=article&id=110&Itemid=910-&lang=de, available on 09 November 2020.

⁴⁸¹ Cf. child and parent centre Kolibri e. V.: Concept for the year 2019. Dresden 2019.

⁴⁸² Cf. State Capital Dresden. Municipal Cultural Funding. <https://www.dresden.de/de/kultur/kulturfoerderung/kulturfoerderung/gefoerderte-institutionen.php>, available on 21 December 2020.

⁴⁸³ Cf. Ausländerrat Dresden e. V.: Profile. <https://www.auslaenderrat.de/profil/>, available on 21 December 2020.

⁴⁸⁴ Cf. State Capital Dresden. Office for Culture and Monument Protection: Wie alles begann und was wir erreicht haben. Bestandsaufnahme Kulturelle Bildung in Dresden. Dresden 2020, p. 38. https://www.dresden.de/media/pdf/kulturamt/Bestandsaufnahme_KuBi_2020.pdf, available on 01 December 2020.

in their portfolio.⁴⁸⁵ Another positive highlight is the creation of diversity manager positions at the "tjg. theater junge generation" and the German Hygiene Museum through the federal funding programme "360°".

Despite many new alliances and positive developments in Dresden's services, there are several points where further action is needed. One is the fact that the diversity of the city's society is not yet sufficiently reflected in the programmes on offer, neither in the staff of the cultural institutions nor in the public who access them. Neither in leadership positions nor in the public does the proportion of people with a migration background correspond to their proportion in urban society.⁴⁸⁶ In an attempt to find a solution, the Coordination Office for Cultural Education is currently working on a study. The intention is to provide free services in urban cultural institutions with the aim of increasing the diversity of their client base, creating new points of access and reaching out to non-visitors.⁴⁸⁷

The processes of intercultural inclusiveness and low-threshold access for immigrants to the major cultural institutions, such as theatres and music halls, must be further promoted. The first positive approaches have already been made, for example, at the Dresden Philharmonic Orchestra and at the HELLERAU – European Centre for the Arts Dresden. Other institutions should also make their programmes multilingual (e.g., museums), which has too rarely been the case so far. The existing barriers to accessing cultural education must be analysed and strategies for better accessibility must be developed and consistently implemented. It also remains important to consider the refugee and migration perspective in cultural education formats and to actively shape the process of intercultural inclusiveness in a participatory way.⁴⁸⁸ For these reasons, interculturality and the associated intercultural inclusiveness should be understood as an overarching task incorporated equally into all services and cultural sectors.

Challenges for the coming years will be

- to apply interculturality and intercultural inclusiveness as an overarching task in all services and cultural sectors
- to reduce possible access barriers for immigrants to the services
- to expand multilingual public relations work for cultural programmes
- to further promote the intercultural inclusiveness of the Office for Culture and Monument Protection
- to make participatory events that are offered on an intercultural level more inclusive than before, and to involve the public more than previously in the preparation of specialist planning in the cultural sector
- to strengthen network structures to provide more intensive support to (potential) socio-cultural providers in neighbourhoods with no or only few socio-cultural programmes

The city's museums are on the way

Museums are places where integration takes place and a culture of welcoming is actively lived. Demographic change, migration and cultural diversity lead to increased demand for new formats and more programmes for (inter)cultural exhibitions, education and mediation work. Discussions around the terms "home", "identity" and "belonging" are a central component of perpetual reflection in the museum's self-image.

The museums of the city of Dresden will continue to develop innovative formats for participation and communication over the next few years. The first positive experiences were achieved with participatory programmes for refugees: Pictures of Migration, Welcome Days, Nahnu — First Exhibition with Artworks by Refugees and Migrants in Saxony, Thursdays at the Museum and Tandem Through the Museum as well as Powered by Painting — expressive painting for young and old with and without specific refugee experience.

The Dresden City Museum will perpetuate a project that premièred in the autumn of 2020. As part of the "Intercultural Days", the museum will carry out an "intervention" in the permanent exhibition every year. The museum is

⁴⁸⁵ Cf. *ibid.*, p. 22.

⁴⁸⁶ Cf. State Capital Dresden. Office for Culture and Monument Protection: Kulturentwicklungsplan der Landeshauptstadt Dresden, version 06 March 2020. Dresden 2020, p. 84. https://www.dresden.de/media/pdf/kulturamt/Kulturentwicklungsplan_der_LHD_2020.pdf, available 07 December 2020.

⁴⁸⁷ Cf. State Capital Dresden. Office for Culture and Monument Protection: Preliminary work dated 06 January 2021.

⁴⁸⁸ Cf. State Capital Dresden. Office for Culture and Monument Protection: Wie alles begann und was wir erreicht haben. Bestandsaufnahme Kulturelle Bildung in Dresden. Dresden 2020, p. 38. https://www.dresden.de/media/pdf/kulturamt/Bestandsaufnahme_KuBi_2020.pdf, available on 01 December 2020.

expanding the permanent exhibition to include multi-dimensional approaches and is creating new thematic tours that show the diversity of the population since the city's beginnings. The museum invites questions about intercultural coexistence: Who are Dresden residents, where do they come from and what stories do they have to tell? The "interventions" are dedicated to different topics that connect current issues and social discourse with Dresden's urban history. The project teams are made up of stakeholders from associations, educational and research institutions and museum employees – regardless of their heritage.

The Städtische Galerie runs the hugely successful project "Powered by Painting" (painting with professional guidance), in which Dresdeners and refugees can meet. Its popularity has grown so much over the past few years that the demand could no longer be met. The strong potential of this creative integration approach is to be further developed and expanded so that completely new programmes will emerge in the coming years, geared to the changing needs of those involved. The project will address both new immigrants and Dresdeners in a more differentiated and diverse way than previously possible, young and old, regardless of their education.

Dresden Technical Collections have been working successfully with the large and very diverse international scientific and research community in Dresden for several years. Here, too, immigration and interculturality are positively conveyed and made tangible to public urban society as an important positive component of both the research landscape and normal, everyday life in Dresden. With the Mathematics Adventure Land and other interactive exhibitions, language barriers are playfully overcome and language learners are encouraged.

In recent years, Kunsthau Dresden has specifically developed projects that positively promote inclusiveness and diversity as an essential resource for society and culture. Since 2013, the Kunsthau has been running a wide variety of mobile project days for children and young people in Dresden and the region as part of its own outreach programme, in order to raise awareness of interculturality as a positive resource for young people, and to combine it with professional cultural work. The diversity of cultural perspectives inside and outside of Europe is also an essential part of the Kunsthau's exhibitions and cooperative projects. For several years, the exhibition house has been working successfully with specific art projects in public urban spaces in order to address a diverse, intercultural, multi-generational audience. A broad audience is addressed and actively involved through an innovative concert series held in private living rooms in apartment buildings and allotment gardens, and through a museum branch in the city.

The cross-institutional association #WOD Weltoffenes Dresden, in which the museums participate, is another important example of inclusive cultural work that campaigns aggressively for the values of an intercultural society such as can be found in Dresden.

Objectives of the museums in the coming years:

- Developing new integrative concepts and programmes
- Strengthening of outreach projects in urban spaces for the integration of communities and cooperation with civil society stakeholders
- Strengthening multilingualism and the intercultural mediation of art, culture and technology
- Increasing the budget for multilingual translations

Promoting encounters and exchange, creating more low-threshold locations for all

As already mentioned, the Mayor and the Integration and Foreigners' Commissioner have visited many migrant associations and groups in 2018/19 in order to identify municipal areas requiring action (see also the sphere of activity "Societal and social integration, self-organisation and political participation") and to organise support for these important partners in the city's integration work. From these discussions, it became clear that migrant associations often face challenges in finding spaces where they can meet freely, run language courses, provide school support for children or hold cultural festivals. In order to address existing needs and guide associations in their professionalisation, the Integration and Foreigners' Commissioner developed a variety of approaches. These included a database of available spaces and the launching of a pilot project (Engagement Bases) at two locations in Dresden (see also the sphere of activity "Societal and social integration, self-organisation and political participation").

Since the need for meeting spaces is a major challenge in Dresden overall, the city administration is planning to set up "culture and neighbourhood centres" in individual districts. One example is the Prohlis Community Centre. In the future, more places for coming together and engaging in cultural activities are to be established, and cultural participation in the city districts is to be promoted.⁴⁸⁹ To this end, the City Council decided in June 2019 to develop a concept for the establishment of "culture and neighbourhood centres"⁴⁹⁰. Thus, the creation of a needs analysis for "culture and neighbourhood centres" in the city districts and localities, as well as conceptual considerations for prioritisation and implementation, were anchored in the "Concept for Cultural Education in Dresden 2020", as a short-term measure. Subsequently, a concept is to be developed that describes the systematic expansion of the centres.⁴⁹¹ The "culture and neighbourhood centres" must fulfil the following criteria: low-threshold, accessible, attractive (technology, media, events) and multifunctional. They are intended to offer opportunities for participation, stimulus and initiatives, and focus primarily on district initiatives.⁴⁹² A draft proposal on the creation of "culture and neighbourhood centres" has been developed for the City Council and is currently being considered by its advisory boards. Alongside the experiences and programmes of existing stakeholders, those of the "engagement bases" and the local district networks should also be incorporated early on in the conception of the future "culture and neighbourhood centres", in order to open them up as a new avenue for promoting volunteer work to broad target groups, and to develop places of self-efficacy and cooperative development. Cultural and neighbourhood centres should first appear in those places in Dresden where there is a high level of social segregation.

In 1910, the city of Dresden opened a municipal livestock centre and slaughterhouse in the Ostragehege. The ensemble is now a protected building and has been home to Messe Dresden since 2000. The most prominent part of the building complex, the former boiler and engine room, is as yet unrenovated and is to be repurposed according to new designs. The 50-metre-high "Erlweinturm" is to house a modern trade fair and conference area and an intercultural meeting centre. The intercultural meeting centre is planned to take up the second to fifth floors with 14 small offices, numerous meeting and conference rooms and an event room or café. Newly founded migrant and other associations could have rooms here at affordable prices. The plan is to grant non-profit associations the right to (co-)use the adjacent meeting and conference rooms when they rent an office, in order to support them in their work.⁴⁹³ This project should also be coupled with the "culture and neighbourhood centre" planning.

Challenges for the coming years will be

- to provide more low-threshold locations for meetings and exchange and for the promotion of volunteer work, or open up existing programmes to broader target groups, thereby also promoting the involvement of immigrants, and
- to dovetail the existing programmes from the different public offices in this regard.

"Intercultural Days" professionalised, further steps planned

Every year, the Integration and Foreigners' Commissioner and the Ausländerrat Dresden e. V. organise "Intercultural Days". From 20 September to 11 October 2020, the 30th "Intercultural Days" took place under the motto "My Name is Human", with 105 clubs, initiatives, groups and other organisations participating. The aim of the "Intercultural Days" is to showcase the diversity of Dresden society and to promote mutual cooperation between all residents, regardless of appearance, origin or religion. Numerous events aim to create opportunities for encounters and the collaborative shaping of urban life, to create a sense of togetherness on equal terms and to eliminate prejudices. The Intercultural Days provide various local stakeholders with the opportunity to present themselves and their programmes. Furthermore, the Intercultural Days reinforce the participation and visibility of migrant associations.

An annual Intercultural Street Festival is held on Jorge Gomondai Square as part of the Intercultural Days. Numerous associations, initiatives and groups from Dresden and the surrounding area introduce themselves and

⁴⁸⁹ Cf. State Capital Dresden. Office for Culture and Monument Protection: Concept for Cultural Education in Dresden 2020. V0654/20.

⁴⁹⁰ Cf. State Capital Dresden. Execution of the resolution: Kultur- und Nachbarschaftszentren vor Ort. A0450/18. SR/066/2019.

⁴⁹¹ Cf. State Capital Dresden. Office for Culture and Monument Protection: Concept for Cultural Education in Dresden 2020. V0654/20.

⁴⁹² Cf. Panzer, Gerhard: Bedarfs- und Infrastrukturanalyse. Ergebnisse des Zwischenberichtes zur Bedarfsanalyse für Kultur- und Nachbarschaftszentren der Landeshauptstadt Dresden. Dresden 2020. Slide 4.

⁴⁹³ Cf. State Capital Dresden. Mayor's Office; DGI Gesellschaft für Immobilienwirtschaft mbH; MESSE DRESDEN GmbH: Messe- und Begegnungszentrum Erlweinturm Dresden (internal working material). Dresden 2020, p. 1.

present an informative and fun-filled programme. The focus is on the exchange between all visitors and respectful interaction.

The Intercultural Days have seen a strong increase in events in recent years. Whereas there were around 70 events in 2014, their number increased to around 180 by 2020 (of which only 160 events were held, due to the pandemic). Due to this steady increase and the resulting overlapping of individual events, participants felt the events period should be extended by one week. This was actioned in 2018, and since then the Intercultural Days in Dresden have covered a period of three weeks every year.

The public relations work for the Intercultural Days was professionalised in 2017. To facilitate the registration process and the production of the programme booklet, a registration platform was set up online. Since then, the programme booklet has been published in German and English and is available online in other languages. The same year, the Intercultural Days were given a new face in the form of a new logo. This was decided on in collaboration with Intercultural Days event organisers. In 2019, a media partnership was established with Dresden-Fernsehen, which included advertising on digital media in public transport and exclusive interview series on annually changing topics as well as a highlight video clip. This cooperation was continued in 2020. A modern, timeless advertising trailer for use in cinemas was developed by an immigrant artist from Dresden in cooperation with a media company.

In 2016, the Peace Festival of the Children of Abraham was established as a new format within the Intercultural Days and has been organised annually since then. Examples of other events organised by the Integration and Foreigners' Commissioner have been the "1st Dresden Volunteer Exchange" in 2018 and the event days "RomaLeben. History and Reality of Sinti and Roma" in 2020, which highlighted a taboo subject and a group that is still very much stigmatised.

The challenges in the coming years will be:

- to further publicise the Intercultural Days and thus open up new target groups
- to further professionalise the existing event formats (e.g. opening event, street festival)
- to win over other event organisers (e.g. schools, family centres)
- to involve other newly established migrant associations

Municipal libraries established as a place of cultural diversity

Five years ago, the Dresden Municipal Libraries were already pioneers in terms of intercultural orientation and inclusiveness. In recent years, they have built on this and opened up further to the diverse needs of urban society. They have expanded their public relations work, events and media in multiple languages. For example, a new "Intercultural" section was set up on the website. The current "Library Development Plan 2020–2025" consolidates these goals and secures developments and new topics for the future. "The Dresden Municipal Libraries bring cultural offerings to the city districts and closely combine culture and education. They place high demands on the design and furnishing of their rooms."⁴⁹⁴

Since April 2017 there have been weekly discussion groups entitled "Dialogue in German", which give immigrants the opportunity to use and practise their German language in casual conversation. An employee of the municipal libraries organises the discussion sessions, which are conducted by volunteer moderators. The libraries also contribute comprehensive event programmes as part of the "International Weeks Against Racism" and the "Intercultural Days", providing opportunities for a change of perspective and knowledge acquisition. The municipal libraries see themselves as a space for public discourse. This contributes to intercultural competency and a reduction in the symptoms of hostility towards particular groups.⁴⁹⁵

Another measure supported by the municipal libraries to promote cultural diversity in Dresden is the targeted promotion of multilingualism among pre-school and school children. The "Programme for the promotion of reading,

⁴⁹⁴ State Capital Dresden. Dresden Municipal Libraries: Bibliotheksentwicklungsplan 2025. Dresden 2020, p. 4 f.

⁴⁹⁵ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: report on the implementation of the concept for the integration of people with an immigration background 2015 to 2020, reporting period 2017 to 2020. Dresden 2020, p. 67.

languages and writing for five-to-eight-year-olds in Dresden", launched by the municipal libraries, the Bürgerstiftung Dresden and the Drosos Stiftung, has been in existence since 2008. Creative ways of promoting reading and language, in a new type of system with a high supervision ratio, encourage children from socially disadvantaged families and those who are not familiar with books and reading. In the 2019/20 school year, "Lesestark!" reached over 5,000 pre-school and primary school children.⁴⁹⁶ An equally important goal is recognising the multilingualism of children and young people with a migration background as a resource and promoting it in everyday pedagogical life. (see also the sphere of activity "Early childhood education"). To this end, day care centre visits to the district libraries were organised in a targeted manner.⁴⁹⁷ To promote language and reading, the municipal libraries looked for ways to include immigrant children who do not attend day care centres. As a result, a volunteer reading project was organised in a reception centre in 2016/17. Reading took place weekly and was complemented by playful activities. Furthermore, the municipal libraries held play afternoons at the Monday Café in order to reach out to children who did not attend day care centres.⁴⁹⁸

Since 2019, the municipal libraries have also overseen the ESF project "Cultural Advisors – Bridges between Cultures" in the Johannstadt district.⁴⁹⁹ As part of this project, immigrants are placed in day care centres as "cultural advisors" for a period of two years, to support integration work. The programmes are aimed at all children with and without a migration background as well as their families. The cultural advisors work in groups where the pedagogical staff have identified the greatest need for support in the care and guidance of the children. In December 2019, four immigrants began their work as cultural advisors.⁵⁰⁰

The progressive intercultural inclusiveness of the municipal libraries has contributed a lot to the cultural participation of immigrants and to intercultural exchange. And in the process, they have developed themselves further. This is also reflected in the registrations of foreign nationals, which more than quadrupled between 2015 and 2019. Whereas the number of new registrations of foreign nationals was only 415 in 2015, 1,727 registrations were recorded in 2019. New registrations by foreign nationals in 2019 made up twelve per cent of the total number of new registrations. In 2020, this number dropped significantly due to the pandemic and the closure of libraries for several weeks (Figure 46).

However, there is still a need for development. At present, the diversity of Dresden society is not yet reflected in the staff composition at the municipal libraries, as is the case in many offices of the city administration.⁵⁰¹ In 2020, out of a total of 192 employees, there were only two employees (one per cent) with a foreign place of birth (see also the sphere of activity "Intercultural orientation and inclusiveness of the city administration").^{502/503} In terms of intercultural inclusiveness, there is clearly room for improvement here.

⁴⁹⁶ Cf. State Capital Dresden. Municipal libraries: Lesestark! <http://www.lesestarkdresden.de/das-projekt>, available on 21 August 2020.

⁴⁹⁷ Cf. State Capital Dresden. Integration and Foreigners' Commissioner: report on the implementation of the concept for the integration of people with an immigration background 2015 to 2020, reporting period 2017 to 2020. Dresden 2020, p. 35.

⁴⁹⁸ Cf. *ibid.*, p. 69.

⁴⁹⁹ Cf. *ibid.*, p. 18.

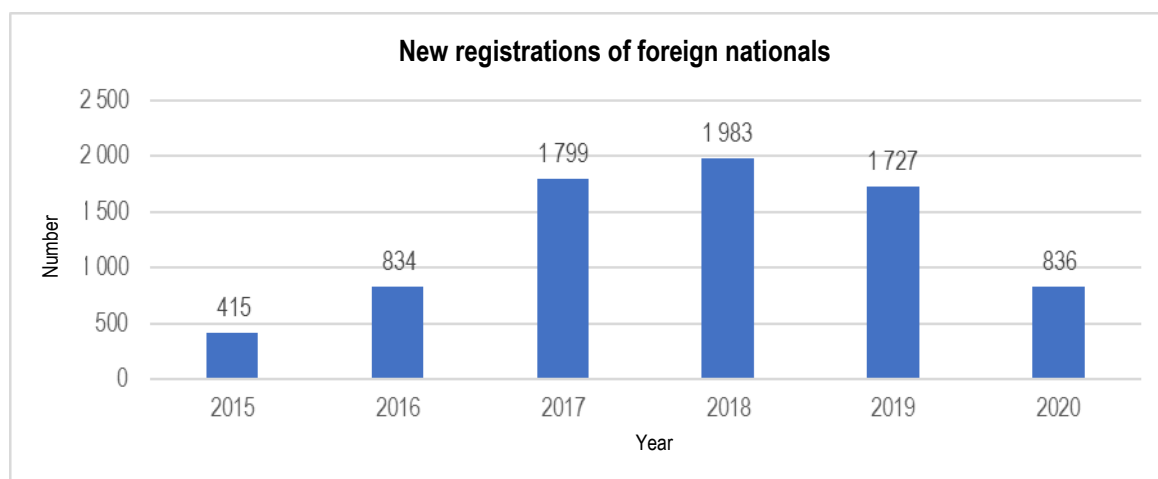
⁵⁰⁰ Cf. *ibid.*, p. 28.

⁵⁰¹ This is also true when only comparing the proportion of employees with a foreign place of birth with the proportion of foreign nationals living in Dresden as a whole.

⁵⁰² Cf. State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 08 April 2020 and 08 May 2020, in-house calculation.

⁵⁰³ The proportion of people in the city administration with an immigration background is not recorded due to legal regulations. As a workaround, only data on a foreign place of birth can be used. However, this represents only some of the people with an immigration background and may also include people who were born abroad but do not have an immigration background.

Figure 46: Development of the number of new registrations of foreign nationals in the Dresden Municipal Libraries from 2015 to 2020
Source: Cf. State Capital Dresden. Municipal Libraries: Preliminary work dated 14 August 2020 and 19 February 2021, own presentation.



The challenges in the coming years will be:

- to further expand the intercultural inclusiveness of the municipal libraries, including increasing the diversity of the staff
- to expand the multilingual services (e.g., at events, media use)
- to maintain broad event concepts for promoting multilingualism among children of pre-school and primary school age (also among children who do not attend day care centres) and expand these if necessary

Religious diversity

In the past five years, religious diversity in Dresden has become more differentiated. This applies to the religions practised in the state capital as well as to the different faiths or groups within the religions. Immigration has been a major driving force behind this development.

Scientific studies on the importance of faith in the integration process, using Islam, Buddhism and Hinduism as examples, concluded that religious communities have important functions in promoting integration, especially in the first years after arrival: "The religious communities offer social spaces of retreat where immigrants' common experiences can be communicated and processed. In the religious communities, numerous social, psychosocial and economic support services are provided by means of self-help. Reflecting on the values and norms conveyed by religions helps with identity formation and self-stabilisation. A questioning of previous world views, patterns of life and behaviour, triggered by the foreign cultural environment, can be absorbed and processed by referring back to familiar religious traditions."⁵⁰⁴ This also applies to experiences of racism, discrimination and structural disadvantage.⁵⁰⁵ "Religions mediate (...) between immigrants and the host society (...) by providing explanations for difference, (...) but also possibilities for connecting on common ground. This is done both at the level of religious teachings and through very practical encounters, especially in intercultural and inter-religious dialogue."⁵⁰⁶

⁵⁰⁴ Rink, Steffen: Religionen als innovatives Potenzial für Integration. In: Heinrich-Böll-Stiftung (ed.): Religiöse Vielfalt und Integration. Dossier. Berlin 2008, p. 8. https://heimatkunde.boell.de/sites/default/files/dossier_religioese_vielfalt_und_integration.pdf, available on 01 July 2020.

⁵⁰⁵ Cf. *ibid.*

⁵⁰⁶ *Ibid.*

However, religion can also impede or prevent social integration and participation if there is a very strong, outwardly directed delimitation of the community. Conversely, the strong separation of the host society from individual religions or their members can cause the exclusion of individuals and thus become an obstacle to integration, regardless of the degree of religiosity of the individual.⁵⁰⁷ This applies equally to all religions.

However, growing religious diversity should not be addressed and assessed only in the context of immigration. It also manifests in the increase of people adopting one faith or converting to another. A look at the members of various religious communities, for example in Islam or Buddhism, shows a clear increase in converts in Dresden.

The people of Dresden have many religions

In Dresden there are currently various communities of immigrants who belong to different denominations within Christianity. Some of them have founded their own associations or religious communities, others have joined existing Catholic, Protestant or non-denominational church congregations. Others have been able to draw on existing structures created by earlier migrant associations and groups when they arrived in Dresden. The spectrum of Christian communities practising in the state capital is broad. For example, Orthodox (including Greek Orthodox, Russian Orthodox, Romanian Orthodox, Assyrian, Ukrainian Orthodox, Coptic and Eritrean Orthodox), Presbyterian, Evangelical, Catholic and Protestant communities, some of which can be further differentiated. In addition to the (mostly Catholic or Protestant) churches that are clearly visible in the cityscape, there is therefore a multitude of other Christian places of worship and community spaces where the languages of the world are spoken.

Within Judaism, the Jewish Community of Dresden with the New Synagogue is the most important and largest contact point. The liberal congregation, with a long tradition in Dresden, has been able to significantly increase its membership since the beginning of the 1990s due to immigration from the former Soviet Union, at the same time becoming an important example of integration work. The Besht Yeshiva, a rabbinical seminary and teaching school, has been operating in Dresden since 2020. It is the first liberal Hasidic yeshiva in the world and the first yeshiva in the former East German states. The yeshiva supports young people from Israel, who have broken away from ultra-orthodoxy, to build a life in a liberal Jewish community. There is also a smaller orthodox community that runs a synagogue in Dresden.

The four Islamic communities that have been resident in Dresden since the 1990s have experienced a strong influx since 2015. In addition, other communities were founded that further differentiated the spectrum of locally-practising Muslim denominations (e.g. Sunnis, Shiites, Ahmadiyya) and their mosques, prayer rooms or meeting centres. As early as the 1980s, Dresden had its first Muslim prayer room. At present, the Integration and Foreigners' Commissioner is aware of five communities, mostly organised as associations, with access to their own rooms. There are some other associations in the ethnic-religious context that meet regularly and are looking for their own spaces or striving to build a place of worship. Muslim burials have been possible at Dresden's Heidefriedhof cemetery since 2012.

In addition to the three major Abrahamic religions, Christianity, Judaism and Islam, there are other religious communities in Dresden that refer to the common progenitor Abraham and his God. These include the Bahá'ís, who have had roots in Dresden since the early 20th century, as well as the Druze, who founded a Dresden association in 2020.

The world religions represented in Dresden also include Buddhism and Hinduism. Within Buddhism, various faiths are active in Dresden, some of which maintain their own contact points, centres or a pagoda. The first Buddhist burial site in the Free State of Saxony has existed at Heidefriedhof since 2015. There is currently no Hindu place of worship in Dresden, but there are quite a few practising Hindus living in the city.

Also worthy of mention is a Sikh community that has its own temple in Dresden. Sikhism originally came from India, emerging in the 15th century CE.

⁵⁰⁷ Cf. Sachverständigenrat deutscher Stiftungen für Integration und Migration GmbH (ed.): Viele Götter ein Staat: Religiöse Vielfalt und Teilhabe im Einwanderungsland. Annual report 2016 with integration barometer. https://www.svr-migration.de/wp-content/uploads/2016/04/SVR_JG_2016-mit-Integrationsbarometer_WEB.pdf, available on 04 June 2020.

Promoting encounters and exchange

Ecumenical and inter-religious exchange has a long tradition in Dresden. The City Ecumenical Circle and corresponding associations have existed for many years (since 1980). This is an association of Christian churches and church communities in Dresden that promotes confessional exchange. The City Ecumenical Circle has made a name for itself nationwide

Ecumenical and inter-religious cooperation is organised in the city districts but also city-wide (e.g. through the "Coexist-Dresden" initiative). In the past five years, other stakeholders and event formats for inter-religious exchange have been included. For example, the annual Interfaith Peace Concerts "Human First – United in Music" and the "Peace Festival of the Children of Abraham" have taken place since 2015 and 2016 respectively, emerging from the Islamic New Year and Jewish-Islamic New Year respectively. The latter event is organised under the auspices of the Integration and Foreigners' Commissioner and the patronage of the mayor in close cooperation with the Muslim, Christian and Jewish communities. It also invites people without religious affiliation or members of other religions to participate in this exchange and the varied programme. The focus is on commonalities between the religions. Themes of previous years were "peace", "the meaning of Abraham's sacrifice for the religions" and "charity/solidarity". In this context, the city administration sees itself as a bridge builder and promoter of inter-religious exchange. This event combines the focal points of the already traditional "Intercultural Week" at a federal level, which has been held in Dresden under the "Intercultural Days" banner since 1990.

Countering hostility towards particular groups and Islamism

The "Local Action Programme for a Diverse and Cosmopolitan Dresden", adopted by the city council in 2017, also addresses the challenges associated with increasing religious diversity in urban society in its four spheres of activity. The measures are aimed at members of the host society, immigrants and members of the different religions. The spectrum of measures includes, for example, the provision of political education, opportunities for encounters, inter-religious exchange and targeted networking. However, concrete steps are also outlined, especially against antisemitism and anti-Muslim racism / Islamophobia. Given the social situation, these must be significantly strengthened.

The "KORA" (Coordination and Advisory Centre for the Prevention of Radicalisation) has been located within the Saxon State Ministry for Social Affairs and Social Cohesion since 2017. It is based in Dresden. KORA operates nationwide and supports the prevention of Islamist radicalisation (Salafism, Jihadism) as well as the strengthening of democratic understanding. In order to achieve this, cooperation and networking are promoted between Muslim organisations, organisations promoting democracy, representatives of civil society and the security services. Within this context, regular events are held, such as the "Confidential Dialogue", which has also taken place in Dresden since 2020. The regional cooperation partner is the Integration and Foreigners' Commissioner.

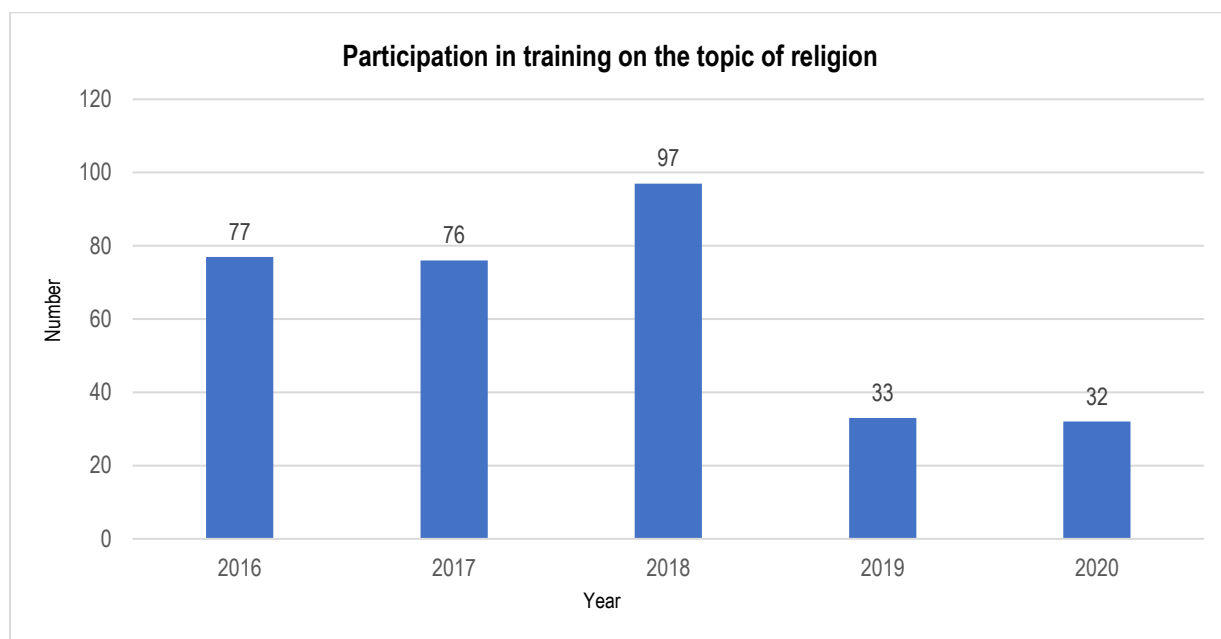
There is currently a problem situation with an association that runs a Muslim meeting centre/mosque in Dresden's Altstadt district. So far, this is the only congregation located in Dresden's city centre. The association, which has existed since 2009, has been classified since 2019 as Islamist ("legalistic extremism") by the Saxon State Office for the Protection of the Constitution, and has been under observation because the chairman of the board has had close ties to the Muslim Brotherhood and its German representation for years. In addition, there is a clear democratic deficit in the association, which has led to conflicts between the chairman of the board and numerous users of the place of worship. The situation has been further complicated by a (failed) building application by the association for a new mosque construction project, the existence of a development freeze in the area according to the building code, and various draft development plans that are in discussion in the public and political spheres. There is an urgent need for a step-by-step solution to the complex problems, with the support of the city administration.

Enhancing the approach to religious diversity and reflecting this diversity in the staff

There is still a lot of uncertainty, ignorance and, in some cases, rejection in the way the staff of the city administration deal with the increasing religious diversity of Dresden society. This was the starting point for various training programmes offered (since 2016) by the General Administration and Personnel Office, which impart knowledge about religions, explain religious practices, encourage confrontation of one's own stereotypes, and promote respect. These include the three programmes "Cultures shaped by Islam – basics", "Gender roles in religions and cultures and their effects in official encounters" and "The religions of the world". Figure 47 shows the interest of staff in the topic, which, however, declined in 2019 and 2020. New formats need to be offered on a regular basis to increase participation and foster openness to it.

Figure 47: Participation of municipal employees in training on the topic of religions 2016 to 2020 (excluding owner-operated municipal enterprises (Eigenbetriebe))

Sources: Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Zwischenbericht zur Umsetzung des Konzeptes zur Integration von Menschen mit Migrationshintergrund 2015 bis 2020. Dresden 2018, p. 73; State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 06 February 2019, 18 May 2020 and 30 March 2021, in-house representation.



It can be assumed that the religious diversity of Dresden society is already (somewhat) reflected in the staff of the city administration. Concrete figures on the religious diversity of staff are not available. With consistent implementation of the objectives of the "Strategic Organisational Development Concept for the Dresden City Administration (OEK)" and the measures derived from it (see also the sphere of activity "Intercultural Orientation and Inclusiveness of the City Administration") – especially those aimed at increasing diversity among staff – the religious diversity of Dresden society will also be better reflected in the city administration. In order for this to be successful in the long term, it is important to strengthen the knowledge and competencies of staff and to offer appropriate and varied training and formats for exchange. It is equally important to continuously reflect on the working conditions in the city administration against the background of changing staff and its diversity, and to adapt them to new realities and needs.

Challenges for the coming years will be

- to deepen regular inter-religious exchange between Christian, Jewish and Muslim communities and to provide appropriate frameworks
- to find an acceptable solution to the complex problems of the Muslim association in Dresden's Altstadt, in collaboration with the community, civil society and the responsible public offices
- to increase awareness among city administration staff of the existing religious diversity of urban society and to qualify them to deal with it

Intercultural orientation and inclusiveness of the city administration

For the sphere of activity "Intercultural Orientation and Inclusiveness of the City Administration" in Dresden, the "Integration Concept 2015–2020" outlined the following medium-term goal:

*"By 2020, Dresden will guarantee equal access to municipal services for people with an immigration background."*⁵⁰⁸

The central short-term goal running through all the spheres of activity described was:

*"Dresden has expanded its municipal services, networked them according to need, and made them accessible to all. People with a migration background are comprehensively informed about available services and how to access them."*⁵⁰⁹

The most important focal points for the city administration in the process of intercultural orientation and inclusiveness were:

- to establish multilingual public relations
- to reduce barriers to accessing services
- to continue or expand training in intercultural competence and communication, and in the reduction of symptoms of hostility towards particular groups
- to increase the proportion of city administration staff with a migration background and the proportion of multilingual staff
- to support the development of material and financial resources for migrant associations and groups
- to foster close cooperation and regular transfer of information between the advice centres and other stakeholders relevant to integration

Establishing multilingualism in the public sphere

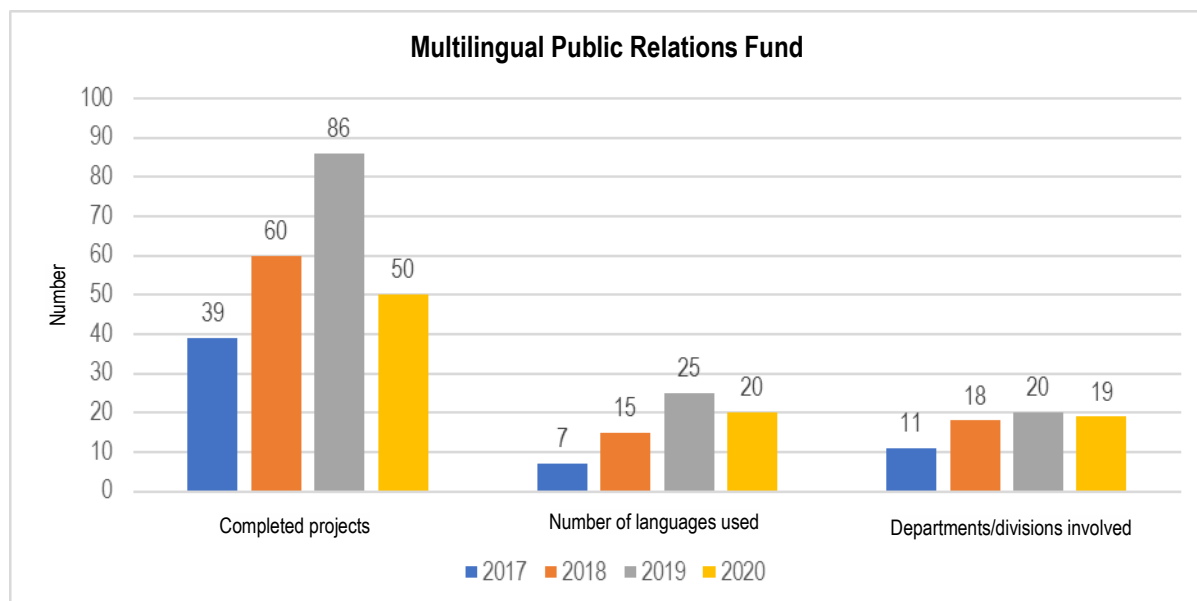
With City Council resolution V1334/16 of 24 November 2016, the city administration received a central fund for multilingual public relations for the first time, as part of the 2017/18 double budget. This was incorporated into the budget of the Integration and Foreigners' Commissioner. The fund was €150,000 for 2019, €150,000 in 2018 and €50,000 in 2017. In 2020, it was reduced to €75,000 due to decreasing utilisation. Despite the pandemic situation and the accompanying municipal budget freeze, around €70,000 were used.

As Figure 48 shows, the number of realised projects increased significantly up to 2019, as did the number of languages used and the participation of public offices. The majority of realised projects involved information sheets, flyers, brochures, postcards/posters and online translations. But also databases, apps, films, the thematic city map, a selection of official forms, and press information were translated into different languages. In 2019, more than 100 pictograms were also created using the fund. In 2020, there was a decline in the number of projects realised, the languages used and, to a lesser extent, the number of offices/departments involved.

⁵⁰⁸ State Capital Dresden. Integration and Foreigners' Commissioner: Integration concept for people with a migration background 2015–2020. Dresden 2015, p. 85.

⁵⁰⁹ Ibid.

Figure 48: Development of the Multilingual Public Relations Fund from 2017 to 2020 in the Dresden City Administration
Source: Cf. State Capital Dresden. Integration and Foreigners' Commissioner, among others: Reports on the implementation of the multilingual public relations fund for the offices and departments of the city administration. 2017, 2018, 2019. Dresden, own representation.



In response to the 2017 survey on the main barriers to accessing the services of the city administration, new funding items were added to the fund in 2019. Since then, public offices have also been able to request multilingual signage for their administrative buildings, and the use of the community interpretation service, subject to certain criteria. In addition, new administrative buildings under the authority of the Office of Structural Engineering and Real Estate Management are signposted in two languages (usually German and English), with the additional use of pictograms.

In-depth insight is provided by the annual "Reports on the Use of the Multilingual Public Relations Fund", published by the Integration and Foreigners' Commissioner together with the Office for Press, Public Relations and Protocol and the Office for Building Construction and Real Estate Management.⁵¹⁰

Challenges for the coming years will be

- to optimise and, if possible, simplify internal procedures in the implementation of the fund
- to convince more public offices to use multilingual public relations
- to make it easier for online users and staff to find multilingual products on the city's website

Reducing barriers to accessing services

In 2017, municipal barriers to access were identified by the Integration and Foreigners' Commissioner. The following methods were chosen for this:

- Surveying the offices on the basis of a questionnaire
- Survey and discussion in the five field of activity-related working groups on the implementation of the integration concept
- Survey and discussion regarding the annual conference on intercultural orientation and inclusiveness of the city administration
- Discussion and consolidation in the coordination group for the implementation of the integration concept

⁵¹⁰ Cf. State Capital Dresden. Integration and Foreigners' Commissioner, among others: Reports on the implementation of the multilingual public relations fund for the offices and departments of the city administration. 2017, 2018, 2019. Dresden.

The following barriers to access were identified in varying degrees depending on the office:

- Language communication difficulties between offices and advice seekers
- Lack of knowledge of laws, areas of responsibility and administrative procedures on the part of those seeking advice, as well as lack of or insufficient explanations on the part of the city administration
- Intercultural competence of the staff still insufficient
- Poor orientation in the administrative buildings

Based on this, the following measures were initiated by the Integration and Foreigners' Commissioner:

- Processing of the results and derived options for action in the public offices; publication in the staff information system
- Development of a self-check for the public offices and its publication in the staff information system
- Presentation of the results and the options for action in discussions with councillors, in the mayor's official consultations, and in select official consultations with the public offices
- Expansion of the Multilingual Public Relations Fund to include the possibilities of using the community interpretation service and multilingual signage in administrative buildings

Challenges for the coming years will be

- to offer targeted solutions that help to explain legal principles and procedures in a citizen-friendly and comprehensible way for all Dresden citizens
- to re-identify barriers to access for immigrants across all agencies
- to analyse and remove barriers to access across and within public offices in a more systematic and targeted way than has been done in the past

Problem case: Language mediation for emergency calls (112) and urgent or dangerous situations

There is currently still an access barrier to municipal services in the handling and answering of emergency calls that are not in German and during the subsequent rescue service operations. The staff are often not prepared to answer and handle emergency calls in other languages. This applies to both the initial emergency call and the subsequent conversations between patients and paramedics or emergency doctors, as well as the initial patient conversation after inpatient admission or in the case of outpatient treatment at the hospital.

Access to the ambulance service and urgent medical care, including in emergency rooms and other non-scheduled treatments in city clinics, is in many cases not equally accessible for people without knowledge of German, but depends largely on the language skills and creativity of the staff on site (in the integrated rescue control centre, at the primary location, in the emergency room and in other hospital wards). This also has an impact on the attractiveness of life in Dresden, for example, for English-speaking professionals and thus also on Dresden as a business location. The reliable (and self-evident) availability of rescue services in emergencies (both police and 112) and spontaneous language mediation in urban clinics, as well as in communication with rescue personnel, is a fundamental part of the subjective feeling of security.

The Dresden Helpline of RAA Sachsen e. V. is a 24-hour emergency hotline for immigrants, which is currently available in English and Arabic (an expansion of the language spectrum will be sought if funding becomes available). It translates calls to emergency services and the police and provides spontaneous interpreting in a variety of everyday situations in which support, orientation and referral advice is required. The phones are attended around the clock with a high level of participation by an intercultural team of trained volunteers.

Outside of scheduled discussions within municipal offices, where the municipal interpretation service can be called in, there is a great need for orientation when seeking effective contact with offices and advisory centres, for forms, for complaint procedures after linguistically unsuccessful communication with authorities, etc. These kinds of inquiries are also directed to the Dresden Helpline, which takes on the function of an information provider and a guide in crisis situations.

The Dresden Helpline has so far been primarily used directly by the people affected. But also emergency and medical personnel contact the Dresden Helpline to take advantage of the spontaneous linguistic mediation.⁵¹¹

Continuation/expansion of training in intercultural competence and communication and in the reduction of symptoms of hostility towards particular groups

Due to the greatly increased significance of integration work between 2015 and 2020 and the increased number of immigrants to the Federal Republic of Germany, primarily as refugees, there was an increased need to train city administration staff in the area of intercultural competence and communication. In addition, the General Administration and Personnel Office expanded its corresponding programme with new formats for specific target groups. This also applies to the training courses on reducing symptoms of hostility towards particular groups.

In addition to the "classic" training programmes "Intercultural Competence – Basics", "Intercultural Communication" and "Focus: Racism – Actively Countering Racist Behaviour", other courses have been added since 2016. For example:

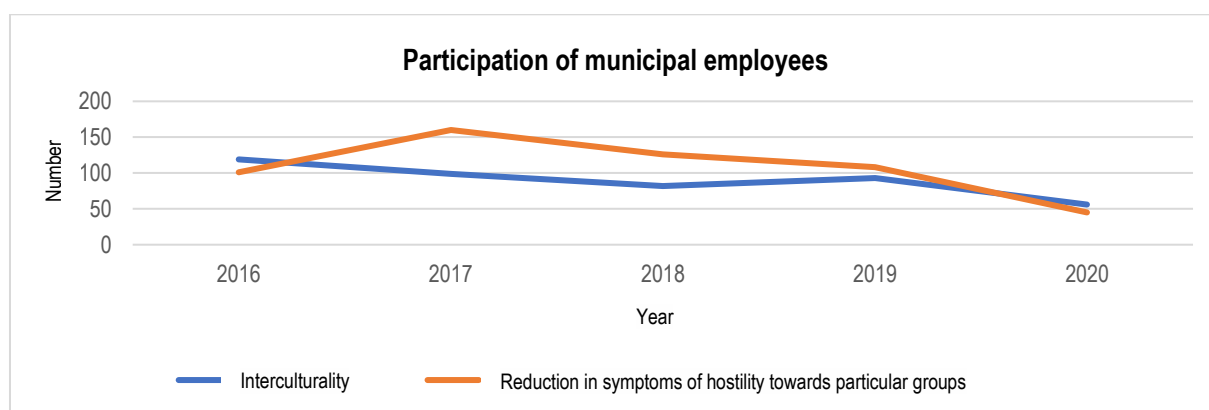
- "Lines of reasoning – intercultural understanding and discursive culture"
- "Gender roles in religions and cultures and their effects in official encounters"
- "Conflict and de-escalation management in an intercultural context"
- "Current developments of right-wing extremism with relation to refugee migration"
- "Cultures shaped by Islam"

Above and beyond this, internal training was organised with interested offices or external programmes were used by individual employees. Figure 49 shows participation in the central training courses organised by the General Administration and Personnel Office in both subject areas since 2015.

The training courses were used most intensively by people from public offices particularly relevant to integration. These include the Citizens' Office, the Youth Welfare Office, the Social Welfare Office and the Public Health and Prevention Office. Utilisation by employees from other public offices (with and without citizen contact) is still very low overall. This is regrettable, as both areas should be basic qualifications in a changing society and thus a changing city administration as an employer and service provider.

Figure 49: Development of municipal employees' participation in selected training courses 2015–2020

Sources: Cf. State Capital Dresden. Integration and Foreigners' Commissioner: Zwischenbericht zur Umsetzung des Konzeptes zur Integration von Menschen mit Migrationshintergrund 2015 bis 2020. Dresden 2018, p. 73; State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 06 February 2019, 18 May 2020 and 30 March 2021, in-house representation.



⁵¹¹ Cf. RAA Sachsen e. V.: Problem case: Linguistic mediation for emergency calls. Preliminary work dated 06 July 2021.

In 2020, the number of municipal employees participating in the corresponding training courses dropped significantly due to the pandemic. This is ostensibly due to the cancellation of events. Therefore, the data from the previous year will be examined in more detail in the following remarks.

As an example, utilisation of the above-mentioned training courses was evaluated for 2019 according to the staff position of the participants. This showed that most managers were in the programmes explicitly created for them (training for department heads). Occasionally, department heads also made use of general training courses targeted at "staff", but heads of specialist departments or divisions were more often represented there. In 2019, no special training courses for managers of public offices or councillors were offered through the General Administration and Personnel Office's general training catalogue. Nor were they among the participants of training courses in interculturality or courses in reducing symptoms of hostility towards particular groups.

Basic information on the integration concept was included in various training courses. These include the "Welcome Seminar", the basic "Fundamentals of Leadership and Cooperation" seminar and the seminar for department heads "True-to-life, practical, comprehensible and sustainable – strategic concepts of our administration". Trainees also received initial insights into the concept through extra-occupational sessions in cooperation with a staff member from the Office of the Integration and Foreigners' Commissioner. For trainees in the city administration, further qualification modules were integrated into the training to develop and deepen their competencies in the areas of interculturality and reducing hostility towards particular groups. In addition to existing elements in the vocational school curriculum, the seminar "More ease through more tolerance" has been used since 2017 as an introduction to the topic in the first year of training. There are also excursions and practical projects and, since 2019, the "Training on tour" programme. The aim of this programme is to develop language skills as well as intercultural and social competencies.⁵¹²

A look at selected owner-operated municipal enterprises (Eigenbetriebe) shows a generally very low up-take of training in the areas of interculturality and democracy/society. In the owner-operated municipal enterprises Stadtentwässerung^{513/514} and Heinrich-Schütz-Konservatorium^{515/516} in 2015, 2017 and 2019 not one person attended such training courses and only person in Eigenbetrieb Sportstätten⁵¹⁷, while the Städtische Klinikum (municipal hospital)⁵¹⁸ and the municipal cemetery and burial service⁵¹⁹ recorded very low numbers of users, but an increasing trend. The utilisation of such by staff of owner-operated day care centres (Eigenbetrieb Kindertageseinrichtungen) stands out as positive. Whereas 178 people took advantage of these offers in 2015, the number rose to 334 in 2017 and a total of 295 staff in 2019.^{520/521}

The increased use of the training programmes and their thematic diversity is gratifying. In the next few years, the following must be achieved:

- winning over other internal target groups (from public offices and municipal enterprises) to the above-mentioned training programmes
- continuing to make the programmes attractive
- integrating the topic of intercultural competence into the newly created training format for heads of public offices

⁵¹² Cf. State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 04 June 2020.

⁵¹³ The owner-operated municipal enterprise Stadtentwässerung consists of only three employees and is not to be equated with Stadtentwässerung Dresden GmbH.

⁵¹⁴ Cf. Stadtentwässerung Dresden GmbH: Preliminary work dated 28 April 2020.

⁵¹⁵ The Heinrich-Schütz-Konservatorium has only been an owner-operated municipal enterprise (Eigenbetrieb) since 2018; previously it was an independent association.

⁵¹⁶ Cf. State Capital Dresden. Heinrich-Schütz-Konservatorium municipal enterprise: Preliminary work dated 15 May 2020.

⁵¹⁷ Cf. State Capital Dresden. Sportstätten municipal enterprise: Preliminary work dated 02 June 2020.

⁵¹⁸ Cf. State Capital Dresden. Städtisches Klinikum municipal enterprise: Preliminary work dated 25 May 2020.

⁵¹⁹ Cf. State Capital Dresden. Municipal cemetery and burial service: Preliminary work dated 20 May 2020.

⁵²⁰ The 2015 figures include the persons who have been reassigned since 2017 to the Office for Child Day Care due to a restructuring.

⁵²¹ Cf. State Capital Dresden. Office for Child Day Care: Preliminary work dated 13 May 2020.

Increasing the proportion of municipal staff with a migration background and multilingual staff

The implementation of this focus was initially cumbersome. Discussions between the Integration and Foreigners' Commissioner and the General Administration and Personnel Office on options for action in the process of recruiting staff, determining intercultural competence in the staff selection process, and including multilingualism in job descriptions remained at a standstill for a long time. Initially, the annual symposia on intercultural orientation and inclusiveness in the administration, which always dealt with sub-topics in the area of human resources, only changed this situation in certain areas.

With the Strategic Organisational Development Concept for the City Administration (OEK), three key aims were developed in 2018/19:

- Citizen-Oriented Digital Administration
- Attractive Employer Offering Opportunities for Qualification
- Networked and Empowering Administration

The "Attractive Employer Offering Opportunities for Qualification" aim includes the topic of "Promoting Diversity" with a lead project of the same name and a corresponding project group. The Mayor articulated the aim of reflecting the diversity of urban society within the staff. From mid-2019, the project group, under the leadership of the General Administration and Personnel Office, which also included the Integration and Foreigners' Commissioner, the Equal Opportunities Commissioner and the Commissioner for People with Disabilities and Senior Citizens, developed a comprehensive analysis of the current situation and an "Action Plan to Increase Diversity in the City Administration". Both documents cover the dimensions of gender/acceptance, place of origin/religion, age and disability, and have been implemented since 2021. During the development process, it quickly became apparent that the key aims were all closely related.

This enables a holistic approach to organisational development processes. At the same time, the challenges of intercultural orientation and inclusiveness, which include increasing the proportion of people with a migration background in the city administration, will take on greater significance for the overall strategic orientation of the city administration as a modern employer and citizen-oriented service provider. This includes multilingualism and diversity competencies, as well as intercultural competencies.

The proportion of staff in the city administration with a migration background could be determined for the first time in the summer of 2020. This information was offered voluntarily as part of a staff survey in which 30.7 per cent of staff participated.⁵²² According to the survey, 4.4 per cent of employees have a migration background. 1.5 percent stated that they had moved to the Federal Republic of Germany after 1955. 2.9 percent, on the other hand, were born in Germany.⁵²³ This means that the proportion shown by the survey is slightly higher than the proportion of employees who were born abroad, but is also significantly lower than the proportion of people with a migration background in urban society.

The proportion of staff born abroad was consistently between 2.2 and 2.4 per cent between 2009 and 2018.⁵²⁴ At the end of 2019, it stood at 3.4 per cent for the first time.^{525/526} This value is largely determined by the high number of people who were born abroad and work in certain municipal cultural institutions or in the Office for Culture and Monument Protection. At the end of 2019, these accounted for almost 53 per cent of all foreign-born staff in the city administration (excluding owner-operated municipal enterprises).⁵²⁷ This means that the proportion of foreign-born staff, viewed across the entire city administration (excluding owner-operated municipal enterprises), is still significantly lower than 3.4 per cent. There are quite a few offices where there are no foreign-born staff at all.

⁵²² The proportion of people in the city administration with an immigration background is not recorded due to legal regulations. As a workaround, only data on a foreign place of birth or a foreign nationality can be used. However, this represents only some of the people with an immigration background and may also include people who were born abroad but do not have an immigration background.

⁵²³ Cf. State Capital Dresden. General Administration and Personnel Office: Gesamtbericht zur Mitarbeiter*innen-Befragung im Rahmen der Umsetzung des Strategischen Organisationsentwicklungskonzeptes. Dresden 2020. Slide 33.

⁵²⁴ Cf. State Capital Dresden. General Administration and Personnel Office: Leitprojekt zur Förderung der Diversität in der Landeshauptstadt Dresden. Zusammenfassung der IST-Analyse (version 12 February 2020). Dresden 2020, p. 9.

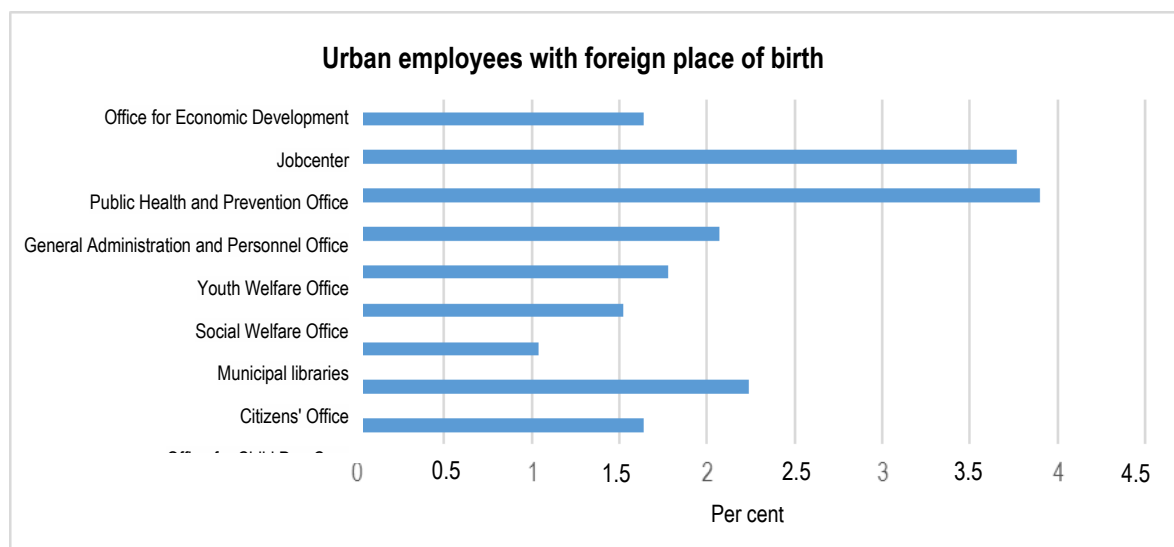
⁵²⁵ Cf. State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 08 April 2020.

⁵²⁶ This corresponds to 262 out of a total of 7,693 people.

⁵²⁷ Cf. State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 08 April 2020, in-house calculation.

However, it is interesting to look at the proportions in public offices that are particularly relevant to integration. Despite the very low level overall, there are sometimes clear differences. These result partly from the fact that the Dresden Jobcenter and the Public Health and Prevention Office have been strongly committed to intercultural inclusiveness in their staff selection since 2015 and have been able to record initial successes (see also the sphere of activity "Health and Sport").

Figure 50: Proportion of municipal staff with a foreign place of birth in certain public offices as at 31 December 2019 (per cent)
Source: Cf. State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 08 April 2020 and 08 May 2020, own calculation and representation.



For the present analysis, a selection of owner-operated enterprises of the Dresden city administration were asked for the first time about their proportion of foreign-born staff in 2015, 2017 and 2019. These include the Städtisches Klinikum, the municipal cemetery and burial service, child day care facilities, the Heinrich-Schütz-Konservatorium, Sportstätten and Stadtentwässerung. Due to different methods of recording, the available data are only approximately comparable. Some reported foreign-born staff and others reported staff with foreign citizenship. In 2019, for example, the spectrum ranged from zero per cent (Stadtentwässerung⁵²⁸, Sportstätten⁵²⁹) to 1.3 per cent (municipal cemetery and burial services⁵³⁰) to 2.3 per cent (child day care facilities⁵³¹) to 6 per cent (Städtisches Klinikum⁵³²) to 6.1 per cent (Heinrich-Schütz-Konservatorium⁵³³). In all owner-operated municipal enterprises where people with a foreign place of birth or foreign nationality were employed in 2019, the tendency is that this proportion has increased since 2015. No change has been recorded in the other owner-operated municipal enterprises since then. A comparison of municipal enterprises with the city administration shows clear parallels. Namely, the existence of organisational units entirely without foreign-born employees, and an above-average proportion of them in the areas of culture and health. Nevertheless, even these proportions do not yet reflect the diversity of urban society.⁵³⁴

Since 2015, there has been an overview in the employee information system in which employees with additional language skills can register on a voluntary basis. This overview is regularly updated by the General Administration and Personnel Office. It currently comprises 290 people (in 2015 there were 140 people), who are available as a resource to the municipal information centres, service centres or citizens' offices if the language skills of the staff there are not sufficient. As far as the employees are flexible in terms of time, they help by phone or in person. To support this, the staff information system also contains business distribution plans in various languages.

⁵²⁸ Cf. Stadtentwässerung Dresden GmbH: Preliminary work dated 28 April 2020.

⁵²⁹ Cf. State Capital Dresden. Sportstätten municipal enterprise: Preliminary work dated 02 June 2020.

⁵³⁰ Cf. State Capital Dresden. Municipal cemetery and burial service: Preliminary work dated 20 May 2020.

⁵³¹ Cf. State Capital Dresden. Office for Child Day Care: Preliminary work dated 13 May 2020.

⁵³² Cf. State Capital Dresden. Städtisches Klinikum municipal enterprise: Preliminary work dated 25 May 2020.

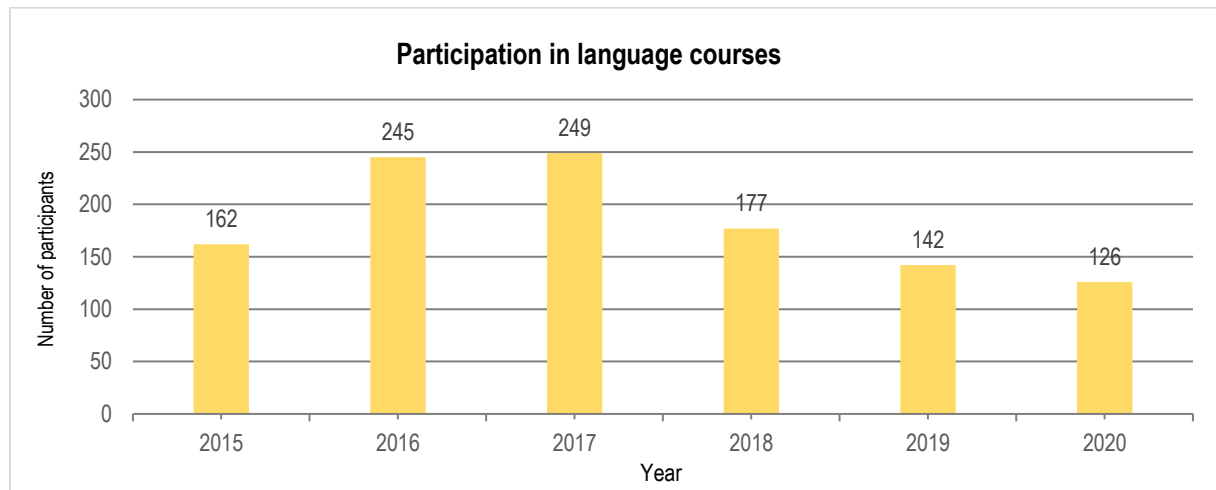
⁵³³ Cf. State Capital Dresden. Heinrich-Schütz-Konservatorium municipal enterprise: Preliminary work dated 15 May 2020.

⁵³⁴ This also applies if one is only able to compare the proportion of foreign nationals living in Dresden as a whole to the proportion of staff with a foreign place of birth or foreign citizenship.

In 2016, the framework for participation in a language course were improved by the General Administration and Personnel Office. The costs are fully covered and the course is recognised as working time once a professional interest has been established. The General Administration and Personnel Office finances almost exclusively English courses. Different course formats are offered. The utilisation of the English language courses developed as follows:

Figure 51: Development of municipal employees' participation in language courses (English) 2015–2020

Source: State Capital Dresden. General Administration and Personnel Office: Preliminary work dated 18 May 2020 and 21 April 2021.



It is also possible to attend courses in other languages via the budgets of public offices or via educational leave or individual arrangements. These are not included in Figure 51. After a significant increase in 2016/17, the figure shows a downward trend in the utilisation of English courses to below the level of 2015. The causes of this significant drop are not yet known, but should be determined by the General Administration and Personnel Office. It cannot be explained merely by the increase in immigration from 2015 to 2017 and the pandemic since 2020. For it is precisely in an urban society characterised by diversity that the demand of residents for multilingualism in their city administration will tend to increase and also become more differentiated in the required language diversity.

The up-take of language courses by staff of the surveyed owner-operated municipal enterprises was conspicuously low. Only the Städtisches Klinikum and the Sportstätten municipal enterprise recorded any staff attending a language course, specifically an English course, in 2015, 2017 and 2019. Their numbers remain at a low level.⁵³⁵

On 01 July 2018, a project team of six young employees was formed in the city administration to take part in the nationwide competition "DIVERSITY CHALLENGE" of the Charta der Vielfalt e. V. association with the project #LHDDiversity. Personal and financial support was provided by the mayor's office, the Press Office, Public Relations and Protocol, and the General Administration and Personnel Office. The project team's activities included the City Light poster campaign "Diversity Finds a City" (2019), a postcard campaign "To me, diversity in the working environment means ..." on the occasion of the 7th German Diversity Day (2019), "Show your face" information cards including a professional photo shoot of employees and "Show your face" interviews with employees on the topic of diversity. A survey of employees was also implemented. It provided interesting points for the development of the "Action Plan to Increase Diversity in the City Administration".

Around 130 teams took part in the competition. Although the Dresden team was not able to take one of the top places, it nevertheless succeeded in positioning the topic of diversity in the workplace in such a way that it made an important initial contribution to the implementation of the "Strategic Organisational Development Concept for the Dresden City Administration" by raising awareness of the opportunities and potential of diversity in the workforce.⁵³⁶

⁵³⁵ Cf. State Capital Dresden. Städtisches Klinikum municipal enterprise: Preliminary work dated 25 May 2020; State Capital Dresden. Sportstätten municipal enterprise: Preliminary work dated 02 June 2020.

⁵³⁶ Cf. State Capital Dresden. Project team #LHDDiversity: Diversity Finds a City! https://www.dresden.de/de/rathaus/stellen-ausbildung/stadt-als-arbeitgeberin/lhddiversity.php?pk_campaign=Shortcut&pk_kwd=vielfalt, available on 26 September 2020.

The challenges in the coming years will include:

- the binding implementation of the "Action Plan to Promote Diversity in the City Administration" and thus a significant increase in the proportion of people with a migration background in the workforce
- evaluating the uptake of language courses in the city administration and municipal enterprises and implementing any need for action
- raising awareness among the management and human resources managers of the municipal enterprises in order to increase the proportion of people with a migration background in the workforce there as well
- drawing the attention of staff of municipal enterprises to regular use of training in the areas of interculturality, democracy/society and language courses

Supporting the development of material and financial resources for migrant associations

Many new migrant groups have emerged in recent years. Some of them have joined established associations or institutions, others have founded their own associations. While migrant associations that were already established before 2016 are increasingly successful in tapping material and financial resources for their work, newly established ones are finding it difficult to benefit from the available resources (see also the sphere of activity "Societal and social integration, self-organisation and political participation").

With regard to the task of enhancing the intercultural inclusiveness of the city administration, it is important to note that the range of municipal funding opportunities, especially for small project funding, and the available funding volume have increased significantly. The fact that migrant associations still scarcely benefit from this is due to a low level of awareness of the new funding opportunities, language barriers, or great uncertainty associated with filling out applications and project descriptions, and meeting deadlines or later settlements. In addition to urban support services of independent providers, the city administration itself is responsible for removing barriers to accessing funding. This includes easy-to-understand information and forms in simple language, in-depth advice and support where needed (as is already the case, for example, in the Social Welfare Office) and a centrally retrievable overview of which municipal subsidies can be applied for, from whom and for what purpose.

For several years now, the Integration and Foreigners' Commissioner has been practising an approach to facilitating (initial) access to funding for new migrant associations, which can be expanded upon. In return, interested associations receive a contract with which they pledge to take on supporting tasks in the preparation and implementation of events. The associations receive a lump-sum expense allowance for this. This "community sponsorship" approach can and should be transferred to other offices with event activities.

Access to spaces can be facilitated, for example, through cooperative events (see also the sphere of activity "Societal and social integration, self-organisation and political participation").

In order to support the development of spatial resources, the Integration and Foreigners' Commissioner carried out a city-wide survey of spaces available for temporary use in 2020. This resulted in an overview that will be used in consultations from now on.

The main challenges in the coming years will be:

- lowering barriers to accessing the municipal funding opportunities for migrant associations and groups
- facilitating the opening up of urban spaces for temporary use by migrant associations
- expanding cooperation between public offices and migrant associations/groups in the preparation and implementation of events.

Close cooperation and regular transfer of information with advice centres and other stakeholders

Between 2015 and 2020, the networking of urban integration-relevant stakeholders was consolidated, adapted to new challenges and systematised. The "Dresden Integration in Training and Work Steering Committee" worked from 2015 to 2018 as an inter-agency strategic coordination committee chaired by the mayor – alongside the themed advisory bodies that exist to coordinate the spheres of activity or the public offices (e.g. the "Young Migrants" specialist working group, district committees, "Social City" committees) and advisory bodies that have

been set up temporarily (e.g. "Asylum Round Table").⁵³⁷ Assigned to this was the "Migration-Integration" specialist working group⁵³⁸, which emerged from the "Integration Round Table" and was given a revised profile from 2016, in cooperation with the Dresden Jobcenter, the Social Welfare Office, the IQ Network Saxony and the Integration and Foreigners' Commissioner.

Other structures or regular programmes that serve, among other things, the expanding intercultural inclusiveness of the city administration as well as the shaping of the cooperation of integration work stakeholders, are:

- The coordination groups and the five sphere of activity-related working groups for the implementation of the integration concept.⁵³⁹
- The annual symposia on intercultural orientation and inclusiveness, organised by the Integration and Foreigners' Commissioner since 2016 (since 2018 in cooperation with the Dresden Jobcenter and thematically expanded to include questions of diversity in the administration).
- The workshops that have taken place regularly since 2019, for example between the Dresden Jobcenter or Immigration Office and the migration advice centres and Youth Migration Service, and occasionally also involving representatives of migration social work.

These structures and formats are designed in such a way that the respective members are made up proportionately of people from federal and state authorities and the city administration, external full-time and volunteer workers and representatives of migrant associations.

For many years, the "Young Migrants" specialist working group has worked within the framework of child and youth welfare, in which people from the supporting organisations, including migrant associations, are also represented, in addition to representatives from the public offices. The extent to which migrant associations and integration advice centres regularly participate in Dresden's district round tables is currently unknown. It is known, however, that there is regular exchange and cooperation in the "Social City" areas, the intensity of which has increased significantly in recent years (see also the sphere of activity "Housing").⁵⁴⁰

The main challenges in the coming years will be:

- to expand the involvement of migrant associations, the umbrella association of Saxon migrant associations, advice centres and the Integration & Foreign Citizens Advisory Committee in other bodies with a bearing on integration
- to evaluate the involvement of migrant associations and advice centres in the district round tables and identify possible areas where action is needed

Outlook

Beyond the described focal points of the process of intercultural orientation and inclusiveness of the city administration, and its continuation, the "Integration Concept 2015–2020" names further focal points that must be given greater consideration in the new "Dresden Action Plan on Integration 2021–2026". These are:

- approaching immigrants in a targeted manner to take on tasks and roles in cooperation with the city administration and the city council, e.g. as experts, cooperation partners, advisors
- stimulating and supporting processes of intercultural orientation and inclusiveness among external service providers
- reviewing the city administration's own structures, processes and enterprises to ensure non-discriminatory, appreciative cooperation and communication between people with and without a migration background

⁵³⁷ Since 2020, the former steering committee's areas of concern have become elements of the Dresden Skilled Labour Alliance (Fachkräfteallianz) (see also the sphere of activity "Work, economy, vocational training and studies").

⁵³⁸ The work of the specialist working group has been suspended since November 2020.

⁵³⁹ Also see: State Capital Dresden. Integration and Foreigners' Commissioner: Aufbrüche und Umbrüche. Progress report of the Integration and Foreigners' Commissioner 2014–2019. Dresden 2020.

⁵⁴⁰ See also: "Zwischenbericht zur Umsetzung des Konzeptes zur Integration von Menschen mit Migrationshintergrund 2015 bis 2020" and "Bericht zur Umsetzung des Konzeptes zur Integration von Menschen mit Migrationshintergrund 2015 bis 2020", reporting period 2017–2020.

And last but not least, it is important to expand all activities of intercultural inclusiveness, including the experience gained since 2015, beyond just the integration-relevant public offices to the entire breadth of the city administration, including its own enterprises, according to need. Because intercultural inclusiveness is a cross-sectional task for the entire city administration and all subordinate institutions.

Finally, another stimulus for increased intercultural inclusiveness of the city administration.

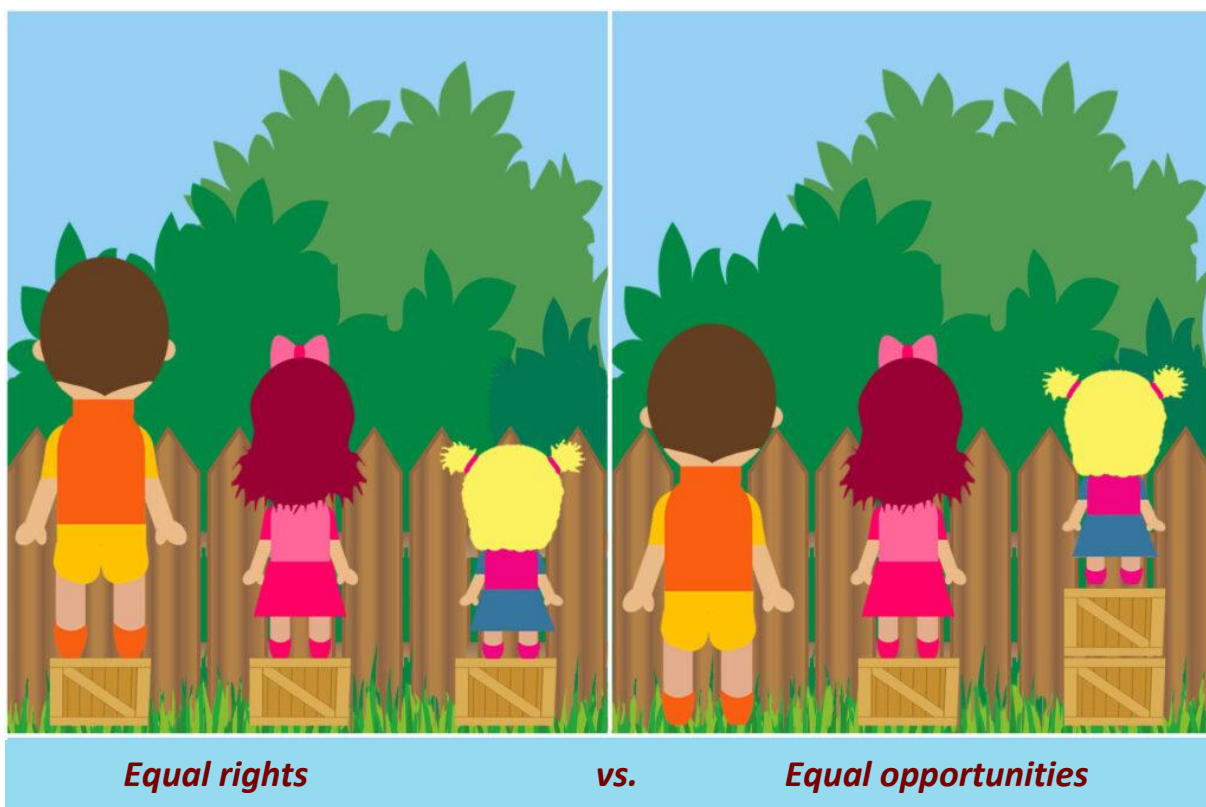
Excursus on equal treatment, equal rights and equal opportunities for immigrants

The principles of administrative action include **equal treatment** (the principle of equal treatment) based on Article 3(1) of the Constitution. This means that what is equal must be treated equally and what is unequal must be treated unequally. This principle contains both the prohibition of discrimination and a differentiation requirement.⁵⁴¹ The principle of equal treatment must therefore not be interpreted unilaterally in the sense of "egalitarianism", because its application requires a holistic view of the situation. In this context, questions of equal rights and equal opportunities for (population) groups also come into focus.

The concept of **equal rights** focuses on justice towards every single human being without regard to their "group membership". **Equal opportunity** is understood to mean measures to equalise the living situation of heterogeneous groups that in principle have equal rights. Equal opportunity seeks equality between groups by treating individuals unequally on the basis of their group membership.⁵⁴²

Figure 52: Equal rights versus equal opportunity

Source: G3 gender gestaltet gesellschaft: Gleichstellung. <https://g3-mv.de/gleichstellung/>, available on 26 April 2021.



This perspective, known in gender equality work, is very well suited to creating equal participation opportunities for (population) groups and their members by deriving different measures. This also includes immigrants and their families.

In the context of the increasing intercultural inclusiveness of the city administration, it must be possible to implement this perspective, also in its intersectionality, in administrative work.

⁵⁴¹ Jäher, Peter: Allgemeines Verwaltungsrecht für die Polizei. Stuttgart 2011, p. 24 f. https://shop.boorberg.de/rbv-content/Leseprobe/JAE-GER_Verwaltungsrecht_LPB.pdf, available on 26 April 2021.

⁵⁴² Wikipedia: Gleichstellung. <https://de.wikipedia.org/wiki/Gleichstellung>, available on 26 April 2021.

Outlook

This analysis serves as a basis for the preparation of the "Dresden Action Plan on Integration 2021–2026". In addition to new goals and measures to be derived from it, the action plan will contain a section entitled "Understanding of Integration in Dresden". It replaces the "Principles of Integration Policy" dating from 2000. The "Understanding of Integration in Dresden" describes integration as the equal participation of people with a migration history, formulates a vision for the coexistence of all residents in an urban society characterised by diversity, and formulates nine principles for integration. The present version was developed in close cooperation with the Equal Opportunities Commissioner, the Commissioner for People with Disabilities and Senior Citizens and committed staff of the city administration. It has already been discussed and elaborated in the five working groups and the coordination group for the implementation of the integration concept.

In consultation with the Equal Opportunities Commissioner and the Commissioner for People with Disabilities and Senior Citizens, further steps for dovetailing the strategies were agreed upon, in addition to the vision for coexistence, which will in future also be found in the strategy papers "Equal Opportunities Action Plan" and "Action Plan for the Implementation of the UN Convention on the Rights of Persons with Disabilities". This also includes, for example, the gradual synchronisation of the reporting and validity periods. Further steps will follow in the next update cycle.

The analysis of the municipal spheres of activity has now been made available to the Dresden City Council as an information submission. This was preceded by a process of broad participation, discussion and revision.

The new "Dresden Action Plan on Integration 2021–2026" is still being drawn up. It will be the binding decision-making instrument for the city administration once it has been adopted by the City Council. Consequently, its main target groups are managers and employees in the public offices. However, since integration, and thus integration work, is a complex process requiring the participation of many people, the action plan is also addressed to other parties. This includes immigrants themselves and all full-time and volunteer workers in independent organisations and associations, in cooperating public offices and in politics and, last but not least, all Dresdeners – whether they were born here or immigrated from abroad or elsewhere in Germany a short or long time ago.

Glossary

Anti-Muslim racism / Islamophobia

"...is a culturally argued racism that is directed against Muslims and against people who are marked as Muslim, regardless of whether the people concerned actually practice Islam and how religious they are. Underlying anti-Muslim racism is the assumption of a fundamental and irreconcilable otherness of (supposed) Muslims. Marking includes external characteristics such as religious dress, appearance, name or nationality. From these characteristic, an 'ethnic' origin (...), an 'ancestry' and a religious and cultural affiliation are derived and contrasted with an 'us' (e.g. 'the Germans' or 'the eastern Christian culture') (...). Further historically anchored perceived attributes (...) are linked to the categories created in this way (e.g. security risk, 'backwardness', 'inability to integrate'). They are (...) transferred to individuals to explain their behaviour, justify social inequality, exclusion and dominance, maintain the privileges of the respective 'we-group' and stabilise a national community structure oriented towards homogeneity."⁵⁴³

Anti-Semitism

"...is based on a double distinction. The 'we-group' is first distinguished as a 'people', 'state', 'nation' (...), 'culture' or 'religion' separate from other 'peoples', 'states', etc. In anti-Semitic logic, these entities are always understood as essential, unified and harmonious communities. 'The Jews' are then contrasted with them as a counter-principle. Through corresponding stereotyping, 'the Jews' are held responsible for all unsettling and negatively perceived circumstances of political, economic and cultural modernisation processes, and the threat and 'decomposition' of those originally imagined communities are attributed to them. This results in the belief in a world divided into good and evil, in the work of hidden powers and conspiracies as further basic elements of anti-Semitism. Since, within this logic, 'the Jews' represent the personified threat, the reversal of victims and perpetrators and the discrimination – up to and including annihilation – of people who are marked as 'Jews' are also ingrained in anti-Semitism on an interactional, institutional and social-cultural level. Anti-Semitic stereotypes attempt to justify this discrimination."⁵⁴⁴

Asylum seekers

...are persons "who request asylum, i.e. admission and protection from persecution, in another country and whose asylum procedure has not yet been completed."⁵⁴⁵

Barriers to access

Barriers to access are factors that impede, prevent or exclude the access of persons or groups to offers and services (structural, individual). Removing these barriers is important in order to reduce misunderstandings, conflicts, stress, increased error rates, extra work, frustration and job dissatisfaction on the part of employees. From an immigrant's point of view, barriers to access cause the feeling of being at the mercy of others and not being understood, conflict, stress, the feeling of insufficient support, repeat visits, irritation, withdrawal, the feeling of discrimination, etc.

⁵⁴³ IDA Informations- und Dokumentationszentrum für Antirassismussarbeit e. V.: Anti-Muslim Racism. [https://www.idaev.de/researchtools/glossar?tx_dpnglossary_glossary\[@widget_0\]\[character\]=S&cHash=d97920c95b2e1f583c6de05dd9c36f4d](https://www.idaev.de/researchtools/glossar?tx_dpnglossary_glossary[@widget_0][character]=S&cHash=d97920c95b2e1f583c6de05dd9c36f4d), available on 17 January 2021.

⁵⁴⁴ IDA Informations- und Dokumentationszentrum für Antirassismussarbeit e. V.: Anti-Semitism. [https://www.idaev.de/researchtools/glossar?tx_dpnglossary_glossary\[@widget_0\]\[character\]=S&cHash=d97920c95b2e1f583c6de05dd9c36f4d](https://www.idaev.de/researchtools/glossar?tx_dpnglossary_glossary[@widget_0][character]=S&cHash=d97920c95b2e1f583c6de05dd9c36f4d), available on 17 January 2021.

⁵⁴⁵ UNHCR Germany: Asylum seekers. <https://www.unhcr.org/dach/de/ueber-uns/wem-wir-helfen/asylsuchende>, available on 17 January 2021.

Civic volunteering, volunteer work, voluntary

Civic volunteering is individual voluntary work for the benefit of the community. It is characterised by the assumption of social responsibility and is usually exercised communally. It is done without the intention of making a profit. However, this does not exclude personal benefits such as acquisition of knowledge and competencies or the establishment and maintenance of social relationships. Civic volunteering takes place in the public sphere and creates added value for society through the donation of time, ideas or money. It is an educational space for diverse learning processes. Civic volunteering includes voluntary activities in clubs, religious communities, associations, foundations, private companies and institutions, political parties, trade unions, state or municipal facilities and institutions, community self-help, initiatives, movements and projects, as well as activities in self-organised groups, initiatives and networks. In academia, the German term "Ehrenamt" (volunteer work) is considered outdated. However, as it is still frequently encountered in practice, it is still used in some spheres of activity in this analysis to describe the situation in an approachable way and to identify areas requiring action. In this text, the terms civic volunteering (bürgerschaftliches Engagement), volunteering (ehrenamtliches Engagement) and volunteer work (Ehrenamt) are used synonymously.⁵⁴⁶

Classism

"...refers to discrimination based on social origin and/or social and economic position. Classism is not only about how much money someone has at their disposal, but also about their status and the financial and social circumstances in which they grew up. Classism is mostly directed against people of a 'lower class'".⁵⁴⁷

Criticism of racism, critical of racism

Criticism of racism describes an attitude against racism. Criticism of racism examines how racism shapes society. It addresses how identities, actions and opportunities are affected by racism, not only on an individual level, but also in relation to groups and institutions. This also includes critically questioning existing institutions, debates and rules. Not least, it is about working against existing racist structures.⁵⁴⁸

Cultural diversity

...is an expression of multiple identities and cultures within and between societies. Cultural diversity is one manifestation of diversity.⁵⁴⁹

Diversity

"Diversity is usually understood as 'pluralism', but there is more to it than that: Diversity here refers to an awareness of diversity within society. It is an organisational as well as socio-political concept that propagates an appreciative, conscious and respectful approach to diversity and individuality. Diversity does not focus on deficits or try to point out solutions to supposed problems. Rather, (...) it is about recognising people's diverse achievements and experiences and understanding and using them as potential. The dismantling of discrimination and the promotion of equal opportunities are the central goals here. The core aspects of diversity, which represent the diversity of people, are usually considered to be: age, gender, ethnicity, social origin, sexual orientation and physical and mental constitution."⁵⁵⁰

Dresden Action Plan on Integration 2021–2026

...will be the name of the new foundational document for the Dresden city administration's integration work. It includes the "Understanding of Integration in Dresden", the new long-term, medium-term and short-term goals, as well as individual measures in the various municipal spheres of activity. The action plan will be adopted by the city council. Its period of validity will be 2021–2026. The action plan builds on the analysis of the municipal spheres of activity for the integration work presented here.

⁵⁴⁶ Cf. State Capital Dresden. Social Welfare Office: Konzept zur Förderung des bürgerschaftlichen Engagements in der Landeshauptstadt Dresden. Version: 04 March 2014. Dresden 2014, p. 8.

⁵⁴⁷ Diversity Arts Culture: Classism. <https://diversity-arts-culture.berlin/woerterbuch/klassismus>, available on 17 January 2021.

⁵⁴⁸ Cf. Vielfalt.Mediathek. Bildungsmaterial gegen Rechtsextremismus, Menschenfeindlichkeit und Gewalt: Rassismuskritik. <https://www.vielfalt-mediathek.de/rassismuskritik>, available on 21 April 2021.

⁵⁴⁹ Cf. Bildungsserver Berlin-Brandenburg: Cultural diversity. <https://bildungsserver.berlin-brandenburg.de/themen/bildung-zur-akzeptanz-von-vielfalt-diversity/kulturelle-vielfalt/>, available on 15 January 2021.

⁵⁵⁰ Munich University of Applied Sciences: Diversity. https://www.hm.edu/allgemein/hochschule_muenchen/familie_gender/diversity/definition.de.html, available on 17 January 2021.

Ecumenism

"The Greek word 'oikoumene' literally means 'the whole inhabited earth' and refers to efforts to unite all separated Christians."⁵⁵¹

Empowerment

"...is aimed at people developing and improving their ability to shape their social world and their lives themselves and not to be shaped. Through their work, specialists (...) should contribute to creating all the conditions that promote the 'empowerment' of those concerned and enable them to lead a self-reliant and self-determined life. This applies to people with and without limited opportunities, to adults as well as to children. Empowerment describes the processes of individuals, groups and structures that lead to greater community strength and agency."⁵⁵²

Hostility towards particular groups

"The term (...) covers various forms of denigration of contrived groups of people. 'Hostility towards particular groups' describes the blanket rejection of a person or group of people simply because they are not counted as part of one's own group, i.e. because they are a foreign, a different group."⁵⁵³ Symptoms of hostility towards particular groups are: Anti-Semitism, anti-Muslim racism / Islamophobia, denigration of people with disabilities, denigration of homeless people, denigration of Sinti and Roma, denigration of people seeking asylum, denigration of long-term unemployed people, sexism, denigration of people of other sexual orientation, as well as established privilege and racism.

Inclusion, exclusion

"As a sociological term (...) inclusion describes a society in which every person is accepted and can participate on an equal footing and in a self-determined manner – irrespective of gender, age, origin, religious affiliation, education, any disabilities or other individual characteristics. In an inclusive society, there is no defined normality that every member of the society has to strive for or fulfil. Normal is just the fact that differences exist. These differences are perceived as enrichment and have no impact on the self-evident right of individuals to participate."⁵⁵⁴ Exclusion is the opposite of this.

Integration

...is understood in this analysis as equal participation of immigrants in social, legal, economic, cultural and political life. Successful integration means feeling a sense of belonging to urban society.

Interculturality

...is a process of exchange between people or groups with different cultural backgrounds. In this context, interculturality refers to traditionally self-contained cultural circles (...) The meeting of cultures with different values, systems of meaning and bodies of knowledge is linked to irritation, surprise, interaction and self-assurance. The prefix 'inter' means 'between' or 'with each other' and 'refers to the fact that something new emerges in the exchange process' (...) Through intercultural communication, the interacting persons negotiate new rules of communication and behaviour that are characterised by their own distinct dynamics. Only when the interacting persons classify the 'own' and the 'foreign' as significant do cultural overlapping and interculturality arise (...). Interculturality is the link between transculturality and multiculturalism.⁵⁵⁵ In academia, interculturality is considered outdated as a concept in itself. However, as it is still frequently encountered in practice, it is still used in some spheres of activity in this analysis to describe the situation in an approachable way and to identify areas requiring action.

⁵⁵¹ Kirche und Leben: Was bedeutet Ökumene? <https://www.kirche-und-leben.de/artikel/was-bedeutet-oekumene>, available on 17 January 2021.

⁵⁵² Federal Centre for Health Education: Empowerment. <https://www.leitbegriffe.bzga.de/alphabetisches-verzeichnis/empowermentbegriffung/>, available on 17 January 2021.

⁵⁵³ State Centre for Political Education Baden-Württemberg Was ist Gruppenbezogene Menschenfeindlichkeit? <https://www.demokratie-bw.de/gmf>, available on 17 January 2021.

⁵⁵⁴ Wehrhritz. Fördern. Bilden. Erleben: Definition Inklusion. <http://www.inklusion-schule.info/inklusion/definition-inklusion.html>, available on 17 January 2021.

⁵⁵⁵ Portal for intercultural communication: Interculturality. <https://www.hyperkulturell.de/glossar/interkulturalitaet/>, available on 15 January 2021.

Intercultural competence

"...describes the competence to interact effectively and appropriately in intercultural situations on the basis of specific attitudes and mindsets, as well as particular skills in action and reflection."⁵⁵⁶ For the use of the term, see also notes on "interculturality".

Intercultural orientation and inclusiveness

Intercultural orientation is understood as a strategic decision by organisations to face the challenges of a globalised society shaped by migration. In this context, diversity is acknowledged and valued. Diversity is a social and economic resource. With its decision, the organisation assumes social responsibility for the realisation of equal participation of immigrant people.⁵⁵⁷

Intercultural inclusiveness refers to the implementation of intercultural orientation. It consists of a structural and an individual level. Structurally, equal participation should be made possible for all immigrants in societal, economic, social, cultural and political processes. On an individual level, it is about recognising and valuing the diversity of people with and without a migration background as a social normality.⁵⁵⁸

Intersectionality

...means "that social categories such as gender, ethnicity, nation or class cannot be considered in isolation from each other (...) but must be analysed in their 'interwovenness' or 'crossover' (...)." ⁵⁵⁹

Islamism

"With reference to Islam, Islamism aims at the partial or complete abolition of the democratic constitution of the Federal Republic of Germany. Islamism is based on the conviction that Islam is not only a personal, private matter, but also determines or at least partially regulates social life and the political system. Islamism postulates the existence of a God-ordained and therefore 'true' and absolute system that stands above man-made systems. With their interpretation of Islam, Islamists deny in particular the principles of popular sovereignty, separation of state and religion, freedom of expression and general equality enshrined in the Constitution."⁵⁶⁰

Low-threshold, high-threshold

These terms "...refer to the characteristic of a service or offer that requires (little) effort on the part of the user to use it. Low-threshold can manifest on different levels, for example, in the fact that little prior knowledge is required from users or that they do not have to travel far."⁵⁶¹ High-threshold is the opposite of this and describes an access barrier.

Migrant associations, organisations and groups

"In Germany, there are many associations and organisations in which people with a migration background join together. Most (...) migrant associations are involved at the local level as an association and operate on a volunteer basis. In addition, there are some nationwide umbrella organisations. Many of them – small or large, locally or nationally active – are committed to integration. Today, it is impossible to imagine integration promotion without migrant associations. They are important cooperation partners for many state and civil society stakeholders. Migrant associations facilitate social and political access and participation of previously under-represented groups."⁵⁶² Migrant groups are informal collections of people with common interests or goals who have not (yet) founded an association or similar.

⁵⁵⁶ Cf. Bertelsmann Stiftung: Interkulturelle Kompetenz – Schlüsselkompetenz des 21. Jahrhunderts? Bertelsmann Stiftung thesis paper based on the Intercultural Competence Models by Dr Darla K. Deardorff. Gütersloh 2006, p. 5. https://www.jugendpolitikeneuropa.de/downloads/22-177-414/bertelsmann_intkomp.pdf, available on 17 January 2021.

⁵⁵⁷ Cf. IQ Consult GmbH (ed.): Denkanstöße. Organisationsentwicklung und interkulturelle Orientierung. Düsseldorf 2011, p. 8. https://www.netzwerk-iq.de/fileadmin/Redaktion/Downloads/IQ_Publikationen/Thema_Vielfalt_gestalten/2011_Denkansteoesse.pdf, available on 02 February 2021.

⁵⁵⁸ Cf. *ibid.*

⁵⁵⁹ Walgenbach, Katharina: Intersektionalität – eine Einführung. www.portal-intersektionalitaet.de, available on 26 April 2021.

⁵⁶⁰ Federal Office for the Protection of the Constitution: Was ist Islamismus? <https://www.verfassungsschutz.de/de/arbeitsfelder/af-islamismus-und-islamistischer-terrorismus/was-ist-islamismus>, available on 17 January 2021.

⁵⁶¹ *educalingo dictionary*: Was bedeutet niedrigschwellig auf Deutsch? <https://educalingo.com/de/dic-de/niedrigschwellig>, available on 03 February 2021.

⁵⁶² Wegweiser Bürgergesellschaft.de: Migrant organisations and associations. <https://www.buergergesellschaft.de/mitentscheiden/handlungsfelder-themen/migration-und-integration/migrantenorganisationen-und-vereine/>, available on 17 January 2021.

Migrants, immigrant people, immigrants, people with a migration history

Immigrants are persons who have immigrated from abroad. In this text, the term is used synonymously with the terms immigrant people, migrants, and people with a migration history.

Naturalisation

"...gives a foreign national the right to be considered a citizen henceforth and also to enjoy the associated rights. This means legal equality with other citizens. The lifting of residence restrictions or work permit restrictions goes hand in hand with this."⁵⁶³

Organisations of and for immigrants

...are migrant associations and other organisations that are committed to immigrants and their integration. The latter include, for example, welfare organisations, district networks and associations that are active in integration work. This term is used exclusively in the sphere of activity "Health and Sport", as it appears in the sports development planning.

People with a migration background

... this "includes all persons who are not German citizens by birth or who have at least one parent to whom this applies. In detail, the following groups (...) have a migration background: foreign nationals, naturalised persons, (late) repatriates, persons who have obtained German citizenship through adoption by German parents, as well as the children of these four groups."⁵⁶⁴

When using the term, it should be noted that "people with a migration background" are not a homogeneous group – there are numerous differences between individuals, genders, personal situations, etc., which must be acknowledged and taken into account.

Racism

"...is an ideology that denigrates people because of their appearance, name, (supposed) culture, origin or religion. In Germany, this concerns non-white people – those who are seen as non-German, that is, as supposedly not really belonging. When people are judged and denigrated not according to their individual abilities and characteristics or according to what they do personally, but as part of a supposedly homogeneous group, that is racism. This ideology is used to justify unequal social and economic living conditions, the exclusion of people and even violence. Racism is not 'simple' bullying, because racism is based on a real power difference in our society. The prerequisite for this is that people are divided into 'us' and 'others' according to external or (supposed) cultural characteristics. The 'others' are thereby classified as less worthy or less good than the 'us'."⁵⁶⁵

Refugees, people with refugee experience

...are persons who have fled their home region (because of a war event, because of their political or religious views, or similar) or have been displaced from there.⁵⁶⁶ In this text, the terms 'refugees' and 'people with refugee experience' are used synonymously.

Sexism

This is understood to mean "any kind of discrimination against people on the basis of their (ascribed) gender as well as the ideology underlying these phenomena. Sexism is found in prejudices and world views, in social, legal and economic regulations, in the form of de facto violence (rape, trafficking in women, sexual harassment, derogatory treatment and language) and in the justification of such violent structures by referring to a 'natural' gender difference."⁵⁶⁷

⁵⁶³ The Federal Commissioner for Foreign Nationals: Naturalisation. <http://www.bundesauslaenderbeauftragte.de/definition-einbuergung.html>, available on 17 January 2021.

⁵⁶⁴ Destatis: People with migration background. <https://www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Bevoelkerung/Migration-Integration/Methoden/Erlauterungen/migrationshintergrund.html>, available on 17 January 2021.

⁵⁶⁵ Amadeu Antonio Foundation: Was ist Rassismus? <https://www.amadeu-antonio-stiftung.de/rassismus/was-ist-rassismus/>, available on 17 January 2021.

⁵⁶⁶ Cf. DWDS: Refugees. <https://www.dwds.de/wb/Geflüchtete>, available on 17 January 2021.

⁵⁶⁷ IDA Informations- und Dokumentationszentrum für Antirassismussarbeit e. V.: Sexism. [https://www.idaev.de/recherchetools/glossar?tx_dpnglossary_glossary\[widget_0\]\[character\]=S&cHash=d97920c95b2e1f583c6de05dd9c36f4d](https://www.idaev.de/recherchetools/glossar?tx_dpnglossary_glossary[widget_0][character]=S&cHash=d97920c95b2e1f583c6de05dd9c36f4d), available on 17 January 2021.

List of abbreviations

A	motion (City Council)
AFROPA	Association for African-European Understanding
AIDS	acquired immune deficiency syndrome
AnkEr	Centre for Arrival, Decision, Repatriation
ASD	general social service
AWO	workers' welfare
AZR	Central Register of Foreign Nationals
BAMF	Federal Office for Migration and Refugees
CSD	Christopher Street Day
DaZ	German as a Second Language
DD	Dresden
DJI	German Youth Institute
DWDS	Digital Dictionary of the German Language
e. V.	registered association
Ed.	editor
EDAS	electronic documentation and archive system
ERDF	European Regional Development Fund
ESF	European Social Fund
EU	European Union
f.	and the following
FC	Football Club
ff.	and the following (multiple)
FGM	female genital mutilation
FKAD	Skilled Labour Alliance Dresden
gGmbH	non-profit limited liability company
GmbH	limited liability company
HIV	human immunodeficiency virus
IBAS	Information and Advisory Centre Recognition Saxony
INSEK	integrated urban development concept
IQ	integration through qualification
JHA	Youth Welfare Committee
KAUSA	Coordination Office for Training and Migration
KINET	Network for Early Prevention, Socialisation and Family
KISS	Contact and Information Centre for Self-Help Groups
Kita	child day care centre
KommBi	communication picture cards
KORA	Coordination and Advisory Centre for the Prevention of Radicalisation
LGBTIQ	lesbian, gay, bisexual, transsexual, transgender, intersex, queer and other
LHD	State Capital Dresden
MBE	migration advice for adult immigrants
mbH	with limited liability
MOBA	mobile offer
OS	locality
OV	local association
p.	page
PEGIDA	Patriotic Europeans Against the Islamisation of the Occident
ProstSCHG	Prostitutes Protection Act
PSC	psychosocial centre
SächsKitaG	Saxon Law on the Promotion of Children in Day Care Centres
SächsQualiVO	Saxon Qualification and Further Education Ordinance
Samo.fa+	Strengthening Activists from Migrant Organisations in Refugee Work
SGB II	Social Code II
SGB III	Social Code III

SGB VIII	Social Code VIII
SR	City Council
SV	Sports Association
SZL	Leipzig Addiction Centre
tjg	theater junge generation (theatre young generation)
TSA	Thuringian Social Academy
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
V	submission (City Council)
VfB	sports club
vs.	versus
WG	working group
WS	winter semester

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