



Eltern vor Ort Parents on the spot Hamburg (Germany)

EU-MIA RESEARCH REPORT

Ole Jensen

COMPAS

January 2014



Eltern vor Ort
Parents on the spot
Hamburg (Germany)

EU-MIA RESEARCH REPORT
Ole Jensen
COMPAS

January 2014

The materials in this publication are for information purposes only. While ITCILO, FIERI and COMPAS endeavour to ensure accuracy and completeness of the contents of this publication, the views, findings and content of this discussion paper are those of the authors only and do not necessarily reflect the official position of ITCILO, FIERI and COMPAS.

© 2013 International Training Centre of the ILO in Turin (ITCILO)
Forum Internazionale ed Europeo di Ricerche sull'Immigrazione (FIERI)
Centre on Migration, Policy and Society (COMPAS), University of Oxford



This discussion paper is financed by the European Commission and published in the context of the project “An integrated research and cooperative learning project to reinforce integration capacities in European Cities-EU-MIA, EC Agreement Nr HOME/2011/EIFX/CA/1996”.

The content of this discussion paper does not reflect the official opinion of the European Commission.

Index

1.	Introduction	6
2.	Operational context	7
2.1	Key characteristics: demographic mix, socio-economic indicators and main challenges	7
2.2	Policy context	9
3.	The Functioning Practice: “Eltern vor Ort - Parents on the spot”	11
3.1	Objectives and methodology.....	12
3.2	Outcomes (short- and long-term)	15
3.3	Learning and evaluation	16
3.4	The next steps.....	17
4.	Conclusions	17
	Bibliography	19
	Annexes.....	20
	Annex 1	20

1. Introduction

EU-MIA (European Migrant Integration Academy) is a research-based co-operative learning and training initiative targeting and directly involving local stakeholders responsible for the development and implementation of local level integration policies in selected European cities.

The project is structured in three phases:

1. Background research, to create a repertoire of promising practices in the field of integration at city and neighbourhood level and selection of 10 Functioning Practices (FP) from throughout the European Union
2. Fieldwork missions in the cities where the selected Functioning Practices are located, based on in-depth interviews with local stakeholders and the production of short videos
3. Development of a cooperative learning kit based on the research component of this project which forms the basis of the training initiative Migrant Integration Academy.
4. We do not look for perfect models of integration policy which can be adopted wholesale across different city contexts, but we believe there is, across Europe, a wealth of successful initiatives carried out at city level and in partnership with civil society,. Starting from this assumption, we define Functioning Practices (FP) not as the best practices on integration in Europe but as practices relating to successful initiatives that make an outstanding contribution to manage issues at hand.

The selection of Functioning Practices was based on three tools:

- literature review and web browsing;
- consultation of experts and city networks;
- nominations (including a majority of self-nominations) by local stakeholders through a Call for practices.

These were the criteria used for the selection of Functioning Practices¹:

- a. innovative and successful measures in any fields which have clear goals in terms of integration of people with a migrant background, be they migrant-focused or not;
- b. measures carried out at local level;
- c. measures involving public authorities;
- d. live actions or recently closed actions, i.e. practices concluded within the past two years and consolidated measures that have been implemented for at least two years.

The following sections present the Functioning Practice '*Eltern vor Ort*' (Parents on the spot), focusing on strengthening the role of parents in the transition of youths from school to employment. With its emphasis on the building of parental competences, the practice thus belongs to the Empowerment Strand of the EUMIA Integration Academy.

¹ For further details see <http://www.eu-mia.eu/>

Empirical findings are based on analysis of official documents as well as interviews with key actors, stakeholders and beneficiaries.² The report is practically oriented given that its aim is to foster exchanges of functioning practices, learning from experience and development of knowledge-based policies: it analyses how the practice concretely works and assesses the main achievements and assets, on one hand, and pitfalls and difficulties, on the other hand. It ends with a look towards possible follow up and transfers.

2. Operational context

This section aims to provide an overview over recent patterns of immigration and integration in Hamburg, with particular emphasis on youths with migrant background and the challenges they face in relation to the transition from education to employment.

2.1 Key characteristics: demographic mix, socio-economic indicators and main challenges

Germany was until recent years a country where consistently high levels of immigration were contrasted by very limited concerns with integration, at least at federal level (Brandt and Fincke 2012: 144). Immigrants were associated with the idea of the guest worker (*Gastarbeiter*), and thus expected to return to the country of origin. It is only since 2005 that statistical accounts have gone beyond this narrow understanding and operated with the category 'people with a migrant background'³. In 2011, approximately 15 million Germans, or 18.9% of the total population, were of migrant background. But the uptake of the 2005 definition has, however, been slow, and many data sets – i.e. table 1 – only differentiate between foreigners and Germans (Brandt and Fincke 2012: 147).

² Please refer to Annexe 1 for a list of interviews.

³ According to the Federal Statistical Office (*Statistisches Bundesamt*), a person has a migrant background if s/he: Migrated to Germany's present-day territory after 1949; was born in Germany as a foreigner; was born in Germany and has at least one parent who migrated to or was born in Germany as a foreigner (Statistisches Bundesamt 2010, in Brandt and Fincke 2012: 147).

Table 1. Foreigners in Hamburg 2011, by nationality (change from 2005 in brackets)

Nationality	2011	
	<i>Population</i>	<i>Proportion of total foreign population (%)</i>
Turkey	50,261 (-15.6%)	20.8
Poland	22,401 (+28.7%)	9.3
Afghanistan	11,996 (-17.1%)	5.0
Serbia and Montenegro	10,014 (-46.3%)	4.1
Portugal	8,627 (-6.0%)	3.6
Greece	6,230 (-12.8%)	2.6
Italy	6,106 (-0.2%)	2.5
Iran	5,658 (-39.0%)	2.3
Ghana	5,414 (-1.9%)	2.2
Philippines	4,890 (+14.6%)	2.0
Total foreign population	241,788 (-5.2%)	100.0

Source: Statistisches Amt für Hamburg und Schleswig-Holstein 2006, 2013.

Like other big cities in northern Germany, Hamburg's proportion was, at 26%, above the national average. Though not an accurate reflection, as it shows residents by nationality, table 1 ranks the ten most significant sending countries by the size of their 2011 populations. There are significant differences, most notably the increase in the Polish population and the decreasing population from Serbia/Montenegro, whereas the decrease in the Turkish population is matched by an increase in naturalization among Turkish residents in Hamburg.

Despite the decline, Turkey remained by far the most significant 'sending country'. Furthermore, the Turkish population constitutes a well-established minority that can be traced back to the immigration of guest workers (*Gastarbeiter*) in the 1960s-1970s, whereas the Polish and Afghan immigrant populations are more recent arrivals.

There are, in addition, very significant intra-city differences, with some correlation between areas with comparatively high immigrant population and areas characterized by relative deprivation, as identified through a number of social and economic indicators (one of them being the proportion of youths with migrant background). Such areas are designated as 'Priority areas for integrated neighbourhood development' (*'Rahmenprogramm Integrierte Stadtteilentwicklung (RISE)*), and thus eligible for support (*(RISE-Förderung)*).

Significantly, there is a generational imbalance to the demographic profile of Hamburg, as almost 50% of all Hamburg residents under the age of 15 are of migrant background (Hamburger Abendblatt 2013), as opposed to just 15% of >65s. This imbalance serves to amplify concerns over risks of socio-economic marginalization faced by youths of migrant background. In 2007, the unemployment rate among <25s of immigrant background was 19%, compared to 7% among the majority population (BQM 2009). It is a

concern that is amplified by the fact that 60% of all long-term unemployed residents in Hamburg are of migrant background.

Furthermore, the long-term trends have not been favourable, with the proportion of young people with migrant background in vocational training decreasing steadily, from 11% in the late 1990s to 6.3% in 2006⁴. In contrast, the proportion of immigrant school leavers without a degree (20.5%) was more than twice that of the majority population. Perversely, 41% of school leavers from the majority population achieved a university-entrance school-leaving certificate (*Abitur*), as opposed to 18% of school leavers with immigrant background (BQM 2009).

These differences are, at least in part, explained by a lacking parental support. This is due to an insufficient understanding of the German educational system coupled with language difficulties. Furthermore, the limited understanding of the educational opportunities open to youths has also been seen to result in what was described as an *alles oder nichts* (everything or nothing) attitude among parents. In other words, many parents are college/university oriented. Accordingly, any other way of non-academic further education seems less attractive, but often also less well understood.

2.2 Policy context

At a national level, the policy context was, into the late 1990s, first and foremost informed by the notion that Germany is not a country of immigration (Brandt and Fincke 2012: 144), and *Ausländerpolitik* ('aliens policy') was largely limited to labour market policies, in line with the view of immigrants as guest workers who eventually might return to their countries of origin. It was only after the 1998 federal elections, bringing the Social Democratic Party (SPD) and the Green Party (*Bündnis 90 – Die Grünen*) into power, that Germany for the first time was acknowledged as an immigration country. This led to a number of reforms, most notably around the access to German nationality and citizenship. Subsequently, issues concerning the support of immigrant integration have moved up the political agenda, in particular after the passing of the 2005 Immigration Law (Brandt and Fincke 2012: 145).⁵ Signposted by Angela Merkel's famous statement that 'multiculturalism has failed entirely', there has over the past years been more emphasis on the responsibility of immigrants to play an active role in the integration process, in particular within the realm of German language instruction.

Central to integration policy in Hamburg over the past years has been an inclusive approach that has been articulated in the 2010 'I am a Hamburger' (*Ich bin ein Hamburger*) campaign, targeting Hamburg residents with immigrant background who do not hold German citizenship despite being entitled to one. With the mayor of Hamburg stating that '...naturalization is [...] a declared belief in our state and our society,'⁶

⁴ In Germany, the dual system of vocational training – divided in on-the-job training and theoretical training in vocational training schools – is the prevalent way into employment, along with college/university studies.

⁵ The Federal Office for Migration and Refugees (*Bundesamt für Migration und Flüchtlinge*) defines integration as a long-term process with the aim to 'include everyone in society who lives in Germany on a permanent and legal basis [...] Immigrants should have the opportunity to participate fully in all areas of society on an equal footing. Their responsibility is to learn German and to respect and abide by the Constitution and its laws' (BAMF 2010, in Brandt and Fincke 2012: 146).

⁶ http://citiesofmigration.ca/good_idea/hamburg-my-port-germany-my-home/ (accessed 28.10.2013).

the aim of the campaign was to promote naturalization as a critical step to inclusion and belonging.⁷ More recently, but also building on notions of inclusion and belonging, the *Integrationskonzept Hamburg* was presented in February 2013, emphasizing three aspects: A welcoming culture; diversity; cohesion (*Willkommenskultur, Vielfalt, Zusammenhalt*). Significantly, the concept paper - Authorities for work, social relations, families and integration (*Behörde für Arbeit, Soziales, Familie und Integration*) – also identified key thematic areas, including educational attainment and increased enrollment in ‘dual education’ for youths with immigrant background (Hamburger Integrationskonzept 2013: 13).

In summary, it can be argued that both the broader integration policies and the more specific thematic areas engage with ways to include and empower residents with immigrant background.

Local authority structures and key stakeholders

As mentioned in the previous sections, the inter-related policy areas of education and employment have been part of integration discussions for a long time, and in Hamburg the then mayor upgraded these concerns to *Chefsache*, top priority, in the late 1990s. In this section we will outline some of the key local authority stakeholders who are involved in these policy areas as well as in the design and implementation of the *Eltern vor Ort* project.

European Social Fund (ESF): ESF is responsible for the use of funding made available to Hamburg from the EU social funds, with particular emphasis on work and employment. Operating within the framework of EU priorities (see below), and cooperating with different local government departments, ESF designs projects and issues calls for proposals. A total of €180 million – €90 million match-funded by an additional €90 million from the regional government in Hamburg – were available for ESF projects in the period 2007-13. The usual ESF funding period is two years, with a possible extension to three years.

Authority for Schooling and Vocational Training (*Behörde für Schule und Berufsbildung – BSB*): BSB was involved in the design of the project, with a central role in relation to the selection of, and communication with, the local schools.

Authority for Urban Development and Environment (*Behörde für Stadtentwicklung und Umwelt (BSU)*): With the RISE areas within its remit, the Authority for Urban Development and Environment was also involved in the design of the over-arching project, in particular emphasizing the school-neighbourhood relationship.

District Authority (*Bezirksamt*): There are a total of seven districts in Hamburg, and the district authorities are involved in consultations concerning the progress of the project. The districts of Altona, Eimsbüttel and Hamburg Nord are involved in the project.

Neighbourhood office (*Stadtteilbüro*): These are neighbourhood hubs under the district office. Well-established in local neighbourhoods and staffed by employees with a detailed knowledge of the local area,

⁷ Key to project implementation has been the role of volunteer facilitators who guide qualified Hamburg residents through the naturalization process. As will be elaborated below, this use of volunteer facilitators is one that has also been implemented successfully by the *Eltern vor Ort* project.

the community hubs serve to facilitate relations to local associations and key resource persons, and they provide well-known and familiar local spaces for the staging of events and training.

Coordination Office for Further Training and Employment (*Koordinierungsstelle Weiterbildung und Beschäftigung (KWB)*): Funded by ESF, the city of Hamburg, the Federal Department for Work (*Bundesagentur für Arbeit*), and other ministries, KWB designs and coordinates projects relating to the transition between education and employment. KWB is thus the key implementing partner, or ‘carrier’ (*Träger*), of the *Eltern vor Ort* project.

Unit for Advice, Training, Migration (*Beratung, Qualifizierung, Migration (BQM)*): BQM was initiated in Hamburg in 2002 as a result of a round table conference with representatives from the business community, chambers, public authorities and trade unions. Targeting young people of ‘immigrant parentage’ (16-25 years), and through the creation of networks between all players involved in vocational training in Hamburg, BQM was an early response to previously raised concerns around how youths of immigrant background managed the transition from education to employment the aim of the project was to increase the number of companies who were willing to take on young immigrants and, in doing this, increase the number of young immigrants who enter vocational training.

With BQM providing an umbrella for initiatives relating to the education-employment nexus, *Eltern vor Ort* is a BQM off-spring, and the project is closely aligned with the BQM objective of ‘offering neighbourhood-based empowerment strategies for immigrant parents to help their children find a suitable career’ (BQM 2009: 1). The two projects remain closely integrated under the KWB umbrella, they share premises in *Haus der Wirtschaft*, in Hamburg Nord, and the *Eltern vor Ort* project manager has previously been part of the BQM set-up.

3. The Functioning Practice: “Eltern vor Ort - Parents on the spot”

The text box below sets out the key objectives of the project, as laid out by ESF, the funding agency. Whereas the ‘priority axis’ is defined at EU level, the ‘specific goal’, ‘action’ and ‘instrument’ are specific to the operational context in Hamburg.

Priority Axis B	Human capital improvement
Specific goal	Improved educational attainment and increased number of placements
Action B 1	Improved transition from school to employment
Instrument 16	Intercultural work with parents for the improvement of the employment awareness of youths with migrant background.

Source: ESF Hamburg⁸

⁸ Please see the following link for the official project bid information <http://www.esf-hamburg.de/contentblob/2758586/data/b-1-i-16-elternarbeit-migranten.pdf>

Eltern vor Ort is one of three projects implemented under these objectives. Each project has been allocated pre-specified RISE areas in one or more of Hamburg's seven districts (*Bezirke*), cooperating with a number of pre-identified schools. *Eltern vor Ort* is thus implemented in RISE areas in the three districts of Altona, Eimsbüttel and Hamburg-Nord in the northern and northwestern part of the city. Here, the project works with seven 'neighbourhood schools' (*Stadtteilschulen*) with a total 2,500 students, of whom approximately 32% have migrant background.

The project was to be implemented in the period 1st October 2011 to 30th September 2013, but it has been extended to 30th April 2014. A total of 575,000€ of ESF funds were made available for the *Eltern vor Ort* project.

Coordination group (*Steuerungsgruppe*): *Eltern vor Ort* is part of a coordination group comprising representatives from the different stakeholders, as well as the two other implementing agencies that are carrying out similar parent-focused work in other Hamburg districts.

3.1 Objectives and methodology

Eltern vor Ort translates into 'Parents on the spot', and there are two meanings to that title:

- One refers to the thematic focus of the project, namely the central role of parents in the schooling of their children. By building parent awareness of German schooling and providing a broader understanding of the relationship between schooling, further education and employment, the aim was to develop the capacity of parents to be more actively involved in the schooling process and the capacity of schools to engage more effectively with immigrant parents.
- The other meaning concerned the proposed methodology, namely long-term interaction with parents 'on the spot', in their own socio-cultural (neighbourhood) space.

As will be elaborated below, this involved three overlapping spheres of intervention – schools, parents, and neighbourhoods – with particular on ways to negotiate barriers between, on one hand, schools and parents, and, on the other, schools and neighbourhoods.

In terms of the operationalisation of the project, *Eltern vor Ort* was led by a project director. The work with both schools and parents was carried out by two project workers (*Referenten*) working full time. They were of respectively Turkish and Afghan origin, and thus able to communicate with some of the most numerous population groups. They were supported by a project assistant working on a part-time basis.

Schools

The participating ‘neighbourhood schools’ (*Stadtteilsschule*)⁹ are listed in table 2:

Table 2. Participating Stadtteilschulen

Name of school	District	RISE area	Proportion of students with migrant background (%)
Alter Teichweg	Hamburg Nord	Dulsberg	52 - 72
Am Heidberg	Hamburg Nord	Langenhorn-Essener Strasse	32 - 52
Stellingen	Elmsbüttel	Lenzsiedlung	32 - 52
Julius Leber	Elmsbüttel	Schnelsen süd	32 - 52
Geschwister Scholl	Altona	Osdorfer Born	52 - 72

Source: *Eltern vor Ort*.

The schools were selected, or ‘nominated’, by the Hamburg school authorities (*Behörde für Schule und Berufsbildung*), and they were selected on the basis of relative deprivation (all, with the exception of one, located in RISE areas), and an above average proportion of students with migrant background.

The school selection process was a key concern shared by many stakeholders. Characterised by the educational authorities as a ‘top-down’ process, the schools had been selected without prior consultation, leaving some of the schools reluctant to participate due the pressure on existing staff resources. Out of a total of seven schools that had been selected for cooperation with *Eltern vor Ort*, one quit the project at the very beginning, and another dropped out after one year, citing lack of staff resources. Furthermore, the characteristics of the schools (in particular their location in RISE areas) meant that they were often selected for various projects – as the head teacher at one of the schools put it:

‘In a school like ours, in a social hotspot, we are constantly asked if we want to be part of all sorts of project [...] In relation to *Eltern vor Ort* I was of course also thinking ‘oh my God, more meetings’, and so on and so on [...] It cannot be yet another project where we do the entire work. It really must be a help. And I actually think that *Eltern vor Ort* understood that.’

This approach also posed problems for the project team that faced an uphill struggle, having to ‘sell’ the project to schools who had not asked for it – as noted by the project manager:

‘It was not so easy to convince the schools. They said ‘we got a lot on already, we cannot do it’. [...] That means it is really, how to put it, a balancing act. You get money for a particular project, and you have to be very diplomatic and say that what we do works, and it doesn’t mean a lot of additional work for you, and we bring along good ideas and good staff.’

⁹ The *Stadtteilsschule* (neighbourhood school) was introduced following the 2010 school reform in Hamburg. With the aim to increase the number of students ready to enter higher education, the *Stadtteilsschule* replaced an existing, multi-tiered structure, and it encompasses schooling from Year 5 up to the completion of high school (*Abitur*).

Neighbourhoods

Whereas the label neighbourhood school (*Stadtteilschule*) can be taken to suggest an association between the school and its particular neighbourhood, it is also a term that has only been around since 2010 school reforms, and there was among different stakeholders the impression that most schools were unaware of, and not engaging with, their neighbourhoods. ‘School is school, and the teachers live somewhere else’¹⁰, was how the *Eltern vor Ort* project director put it, lamenting the fact that some schools had never considered engaging systematically in dialogue with parents outside the school setting.

The project focus served to forefront the neighbourhood as the lived socio-cultural space of the targeted parents. Accordingly community hubs at neighbourhood level became key to familiarisation with the project areas, and they served as local and familiar venues for training activities.

Parents

By working first and foremost with parents of immigrant background, building their awareness of schooling in a German context and the employment opportunities open to their children, the aim of the project was to make parents active and knowledgeable stakeholders in the education of their children and, in doing so, enable them to engage with the local schools. Project workers spent substantial periods of time in the neighbourhoods, getting familiar with residents and their circumstances. This was helped that the two project workers spoke respectively Turkish and Dari (one of the two official Afghan languages), thus easing initial contacts with parents whose own command of the German language might be shaky.

Parents, mainly women, were trained to become facilitators (*Moderatoren*), and these parents were in turn encouraged to pass on their knowledge to other parents, thus using their own networks. The initial training of facilitators consisted of a total of eight modules, with each module of three hours duration. Depending on the availability of trainees, the training could either be provided as an intensive four-day course or, alternatively, over weekly sessions. As is evident from Table 3, the training was highly practice-oriented, starting out with a focus on schooling structures, further education avenues and language issues, and then addressing the facilitator role that the trainee was meant to take on.

Table 3. Eltern vor Ort training modules

Module number	Theme	Number of units
1	Parents and the future employment of their children	3
2	Understanding school in Hamburg	3
3	Vocational education & training/career planning	3
4	I want to study: College/university studies	3
5	Our children and their language(s)	3
6	Moderation: How do I manage a parent meeting?	3
7	Organising and documenting parent meetings	3
8	Networking/Me and my neighbourhood	3

Source: Eltern vor Ort.

But it was the post training developments that were key to the project. The ambition was that the trainees would become ‘multipliers’ (*Multiplikatoren*) – in other words that they would move on to organise meetings where they could pass on the information initially provided to them. Accordingly, the facilitator would then use his/her own social networks to raise awareness of issues relating to education and employment in a German context. In this manner, it would become possible to engage with people who otherwise were reluctant to be part of the project, and also make use of different private and semi-public spaces – i.e. private homes and mosques.

3.2 Outcomes (short- and long-term)

As is apparent from table 4, the distribution of facilitators by country of origin does to some extent reflect the composition of the Hamburg population with migrant background, with the Turkish population as by far the most significant. Significant is also the gender imbalance, with only two male facilitators.

Table 4. Trained facilitators by country of origin

	# of facilitators
Turkey	17
Russia	9
Afghanistan	6
Ghana	3
Iran	2
Others	8
Total	45
Female	43
Male	2
62% of trained parent facilitators have been active as multipliers, reaching an estimated 2,800 parents.	

Source: Eltern vor Ort

Eltern helfen Eltern (Parents help parents) is among the favourite headlines of press cuttings referring to *Eltern vor Ort*. Rather than just a play on words, it refers to the core element of the operational approach. Key to the outreach of the project is the ability of the trained facilitators to become multipliers – in other words, taking an active part in training and awareness rising among other parents. By the time of writing (early December 2013), an estimated 2,800 parents had been reached.

Significant, but unknown, are also the potential long-term outcomes of *Eltern vor Ort*'s parent-focused interventions. These outcomes are, in turn, linked to the relationship between the cultural capital enhancement, a key funding priority, and the use of social capital as the vehicle of implementation. In terms of the numbers of parents reached, the most significant effect of the project occurred at the multiplier level where parents make use of individual networks and contacts in order to share their own learning. Accordingly, this 'rings in the water' process may continue as these networks exist independently of the project. The question is, however, whether this will happen without the continued support of dedicated project workers.

Schools

The outcomes in relation to the participating schools are more difficult to quantify. End-of-project meetings involving the *Eltern vor Ort* team and each of the participating schools took place in late 2013. During these meetings, the goals and outcomes were revisited and, significantly, two schools expressed wishes to continue cooperation around parents issues, with one school having signed up to a new project, also with a parent focus. An additional outcome has been increased attention to the school-neighbourhood interface. All schools had been encouraged to stage meetings in the neighbourhoods.

The idealised ambition of the project was articulated very clearly by the educational authorities:

'*Eltern vor Ort* and the schools should develop structures that last beyond the life of the project. Ideally, they should lead to a new culture of cooperation between parents and school, with the school perceiving the parents as equal partners, and actively attempt to cooperate with them.'

There had, however, not been substantive changes in the structures for parent-school communication and coordination. But key stakeholders also acknowledged that the development of such new structures for engagement was a long-term ambition that was beyond the realistic scope of a 2.5-year project.

3.3 Learning and evaluation

The project has overall been well received and well reviewed. In December 2012, *Eltern vor Ort* was given the *Ideen für die Bildungsrepublik* award, and the project has been mentioned widely in German and Turkish media. Whereas no formal evaluation will be carried out, the project addressed a long-standing policy priority area, and the approach and outcomes will, according to central stakeholders, inform the design of future interventions. Furthermore, there was widespread acknowledgement – at policy as well as

at implementation level – that the neighbourhood, the localised socio-cultural space, constituted a valuable platform for interventions.

A question raised during the interviews concerned the relevance of only targeting the 16-25 year olds. According to the *Eltern vor Ort* project team, this was a familiar reservation. As one of the project workers argued:

‘That is what we have concluded. Not just us, but the schools, the parents, they all say that it is too late. Well, better late than never, but it would be better to start earlier.’

Whereas this might impact future projects, and the development of training material, it is also useful to make a distinction between what the *Eltern vor Ort* project manager referred to as the ‘ideal’ (*idealen*) and ‘real’ (*wirklichen*) target groups. Whereas the ideal target group was the one referred to in project documents, the real targets would be the parents reached by the trained facilitators. This was contingent on the networks of the facilitators rather than the age of the children of trained parents.

3.4 The next steps

Eltern vor Ort will be concluded by the end of April 2014. But as the project is part of a long-term, strategic effort to support the transition from school to employment, and it has been positively received by the key stakeholders – parents and schools – there would seem to be potential for follow-up projects.

Significantly, the funding agency (*ESF*) has indicated that despite reducing the number of priorities in the future, the parent-focused interventions will remain a priority area in the funding period starting in January 2014. In spring 2014, a new school- and neighbourhood-based project – ‘Parents and student pilots’ (*Eltern und Schulerlotsen*) – will be launched as part of a big school development project (D-23). Geschwister Scholl, one of the schools working with *Eltern vor Ort*, will also be involved in the new project. This is also a school where an intercultural coordinator provides a structure for work around issues relating to students and parents with immigrant background.

4. Conclusions

As the transition from education to employment constitutes a long-standing area of concern at policy level in Hamburg, the focus of the project was not a new one, and it thus operated on the basis of, and contributed to, a significant evidence base. But it was generally acknowledged, by a wide range of stakeholders, that the emphasis on intervention in socio-cultural neighbourhood spaces constituted a very important approach that potentially could inform future initiatives.

The project design dictated that the project was to be implemented in selected RISE areas. Whereas these are areas characterised by relative deprivation and higher than average proportions of residents with immigrant background, RISE areas have also seen long-term investment in physical and social infrastructure. One

outcome of this is the presence of well-established 'neighbourhood offices' (*Stadtteilbüro*) or other kinds of community hub. It would seem very important for a project with such a local thrust to be able to rely on a stakeholder that is so well embedded at neighbourhood level. Besides providing local and familiar spaces for training activities, neighbourhood offices also constitute an extremely valuable entry point, and a knowledge base, to the local community.

Respondents from both *Eltern vor Ort* and different authority levels pointed to communication with the participating schools as an area of improvement. The schools had been selected with very limited prior consultation, and though the project generally had been well received, the participating schools were generally stretched for resources.

In conclusion, the project design that aimed to use the social capital of parents in order to broaden their understanding of educational structures in Germany seems to have been very successful. All facilitators that were interviewed as part of the fieldwork were very enthusiastic about the project, and they felt that their capacity to engage had been strengthened considerably. This concerned both their enhanced understanding of schooling and education and their own role in transferring the knowledge to other parents. There was, in terms of the composition of parent facilitators, a gender imbalance, as the vast majority of trainees were women. While this is not unexpected, given employment patterns, gender roles at household level, and the often gendered nature of socio-spatial environment, the participation of fathers remains a challenge for future interventions.

Bibliography

BQM (2009) BQM *background information* (internal document). KWB, Hamburg.

Brandt and Fincke (2012) Germany: Monitoring integration in a federal state, in Bijl and Verwiej (eds) *Measuring and monitoring integration in Europe: Integration policies and monitoring efforts in 17 European countries*. The Hague, The Netherlands Institute for Social Research.

Hamburg (2013) *Hamburger Integrationskonzept: Teilhabe, Interkulturelle Öffnung und Zusammenhalt* [online] Available from <http://www.hamburg.de/contentblob/128792/data/> (accessed 11.12.2013).

Hamburger Abendblatt 2013, Atlas der jungen Migranten, 15th April 2013, p11.

Statistisches Amt für Hamburg und Schleswig-Holstein (2006) *Statistisches Jahrbuch Hamburg 2005-06* [online] Available from http://www.statistik-nord.de/uploads/tx_standdocuments/JB2005_HH.pdf (accessed 11.12.2013).

Statistisches Amt für Hamburg und Schleswig-Holstein (2013) *Statistisches Jahrbuch Hamburg 2012-2013* [online] Available from <http://www.hwf-hamburg.de/contentblob/1005676/data/statistisches-jahrbuch-hamburg.pdf> (accessed 11.12.2013).

Web sites

http://citiesofmigration.ca/good_idea/hamburg-my-port-germany-my-home/ (accessed 28.10.2013)

<http://www.esf-hamburg.de/contentblob/2758586/data/b-1-i-16-elternarbeit-migranten.pdf> (accessed 28.05.2014)

Annexes

Annex 1

Summary table with key facts on interviews:

#	Date	Name	Position and Project role
1	17.06	Alexei Medvedev	Project manager
2	17.06	Tanja Grohmann	<i>Eltern vor Ort</i> team
		Schekeba Jentsch	
		Rukiye Cankiran	
3	17.06	Jürgen Fiedler	Neighbourhood office (<i>Stadtteil Büro</i>), Dulsberg
4	17.06	Seher Yüksekaya	Parent facilitators
		Ayşe Özdemir	
5	18.06	Andreas Heintze	Authorities for Schooling and Vocational Training (<i>Behörde für Schule und Berufsbildung</i>)
6	18.06	Parwin	Parent facilitator
7	18.06	Parasia Kazemi	Parent facilitator
8	19.06	Schagela Schäfer	Parent facilitator
9	19.06	Karin Natusch	Head teacher
		Susanne Stelljes	Intercultural coordinator
10	20.06	Helga Wallat	District Authority (<i>Bezirksamt Elmsbötzel</i>)
11	20.06	Hülya Eralp	Unit for Advice, Training and Migration (<i>Beratung, Qualifizierung, Migration (BQM)</i>)
12	20.06	Anna Becker	Authority for Urban Development and Environment (<i>Behörde für Stadtentwicklung und Umwelt</i>)
13	21.06	Martin Weber	European Social Fund

The Partners

The **International Training Centre of the International Labour Organization** (ITCILO) is the consortium leader in charge of the implementation of the EU-funded EU-MIA project.

The consortium research partners are:
the **Centre on Migration, Policy and Society** (COMPAS) at the University of Oxford and the International and **European Forum of Migration Research** (FIERI).



If you want more information on the project please visit our website: www.eu-mia.eu or contact:

ITCILO

Miriam Boudraa
Programme Officer on Labour Migration
Social Protection Programme

Viale Maestri del Lavoro, 10
10127 Torino (Italy)
Tel: + 39 011 693 6359
Email: m.boudraa@itcilo.org

www.itcilo.org

FIERI

Irene Ponzo
Researcher

Via Ponza, 3
10121 Torino - Italy
Tel. +39 011 5160044
Email : fieri@fieri.it

www.fieri.it

COMPAS

Ida Persson
Research & Communications Officer
COMPAS, University of Oxford

58 Banbury Road, Oxford, OX2 6QS
Tel: +44 (0) 1865 612358
Email: ida.persson@compas.ox.ac.uk

www.compas.ox.ac.uk