

# Shaping Immigration and Integration Positively – Strengthening Cohesion

Immigration and Integration Concept (Version II) of the Free State of Saxony

## Short Version



STAATSMINISTERIUM  
FÜR SOZIALES UND  
VERBRAUCHERSCHUTZ



Freistaat  
**SACHSEN**

**FROM ONE PERSON TO ANOTHER.  
VON MENSCH ZU MENSCH.\***

Die Staatsministerin für Gleichstellung und Integration

\* german translation





## PREFACE

Dear fellow citizens and readers:

**"Shaping Immigration and Integration Positively – Strengthening Cohesion"** is the guiding principle of the Immigration and Integration Concept of the Free State of Saxony. It was adopted in April 2018 and draws upon a previous version which was formulated in 2012. The policy was developed with broad public participation and takes account of current developments, opportunities and responsibilities. It also includes our humanitarian responsibility for and solidarity with refugees.

The short version of the concept is designed to give you an essential overview of the areas this policy covers and their application. In doing so, we would like to introduce you to the work of the government of the State of Saxony with regard to immigration and integration and to make our efforts transparent. The concept serves as a guideline for our government but at the same time it also is a discussion paper. Thus it is a dynamic concept that has been designed to leave room for flexibility in real-life implementation. We welcome your feedback and are open to your ideas and suggestions.

(For more information and the long version of the policy including the implementation plan, please visit our website: [www.zik.sachsen.de](http://www.zik.sachsen.de))

A handwritten signature in blue ink that reads "Petra Köpping". The signature is written in a cursive style.

Petra Köpping  
State Minister for Equal Opportunities and Integration

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## INTRODUCTION

The goal of Saxon policy is to ensure that life in our Free State is good and that the quality of life is high for all residents, regardless of whether they live in the countryside, a town or city. For this reason our Immigration and Integration Concept includes specific goals and measures to integrate people with a migrant background in our society.

*Integration and social cohesion are best attained when doors and avenues are open to everyone.*

How can we achieve this in a sustainable fashion? Integration and social cohesion are best attained when doors and avenues are open to everyone. This means that every person with a migrant background should have equal access to social opportunities to the extent

that their residential status permits. This requires the state to provide tailor-made programs to facilitate integration and to ensure that everyone is treated equally by interculturally sensitising our public administration, businesses and society in general.

A key element of successful integration is the mutual acceptance and respect for one another by all people that reside here. To imbue this with meaning, public administration at all levels of government and society need to work toward a good quality of life for everyone in our democratic community. Fact-based and objective debates are a part of that. Everyone is invited to contribute to a culture of respect and openness. Now and in the future. Every day.

## FORMULATION

The formulation of the Immigration and Integration Concept included different actors. In the year 2012, the State of Saxony issued its first immigration and integration concept entitled "Respect, Tolerance and Understanding." In the year 2014, on the basis of a coalition agreement a broader discussion was initiated in public and parliament. In due course, the Immigration and Integration Concept (Version II) was developed under the leadership of the Department of the State Minister for Equal Opportunities and Integration in the Saxon Ministry for Social Affairs and Consumer Protection.

Key actors included representatives of all branches of government and the state chancellery in an inter-ministerial task group as well as the advisory council for migration and integration that was composed of representatives of various migrant organisations, businesses, science, religious groups, political parties and public administration. Key stakeholders in the area of immigration and integration from gov-

ernment at all levels, civil society, the scientific community and businesses participated in the process. From March to July 2017, discussions were also initiated as part of a number of dialogue conferences with key regional and national associations ("Verbändegespräche") in each of which more than 200 participants took part. Local citizens were also invited to participate through two online forums. Consequently more than 800 commentaries were made during the formulation process. Thank you to everyone for participating!

A parliamentary discussion was conducted in the course of a government policy statement in May 2018 by the State Minister for Equal Opportunities and Integration. Thus all members of parliament of the State of Saxony were informed about the concept and can constructively participate in future debates.

More than 800 commentaries were made during the formulation of the policy.

## PATHS TO SAXONY

The economic and industrial development of the State of Saxony was always associated with migration. Today Saxony is internationally recognised for its industry, scientific research and universities and continues to draw upon

**The economic and industrial development of Saxony was always associated with migration.**

that history. Indeed, migration is a part of European history. The ancestors of present day Saxons were

mostly migrants who settled in what were then areas populated by Slavs.<sup>1</sup>

The famous Elector of Saxony, Augustus the Strong, brought many outstanding artists and craftspeople from all over Europe to his court. Throughout the ages, miners came from the Harz Mountains and Bohemia, machine builders from Alsace Lorraine and the United Kingdom, automotive pioneers

from Denmark, investors from the Middle East, as well as artists, scientists and researchers from all corners of the globe. Economically, scientifically and culturally these migrants made a great contribution to the development of present-day Saxony. They successfully integrated in Saxony and became a part of our society.

As a consequence of the Second World War, hundreds of thousands of displaced persons resettled here from formerly German territories further to the East. They greatly contributed to the reconstruction of the state of Saxony. The role played by contract workers from Poland and Hungary, as Vietnam, Cuba, Angola and Mozambique, who arrived in the German Democratic Republic from the 1960s onwards, should also be recognised.



The ancestors of present-day Saxons were mostly migrants that settled in what were then areas populated by Slavs.



Miners, machine builders, automotive pioneers, investors, artists, scientists and researchers from all parts of the globe came to Saxony.

<sup>1</sup> Bünz, Müller, Schattkowsky, Spieker (Editors, Institute for Saxon History and Ethnology); „Sachsen Weltoffen! Mobilität – Fremdheit – Toleranz,“ Dresden 2016 (sponsored by the State Minister for Equal Opportunities and Integration and the State Commissioner for Foreigner Affairs).



## TARGET GROUPS

The target groups are primarily persons with a migrant background.<sup>2</sup> This includes new arrivals as well as people that have been residing here for a longer period of time and want to integrate better. For integration to be successful, everyone has to make an effort and contribute.

In the year 2016, approximately 267.000 persons with a migrant background resided in Saxony.<sup>3</sup> Approximately 37 percent (98.000) were German citizens. In 2016, 1.453 persons acquired German citizenship. Persons with a migrant background made up 6.5 percent out of the total population in 2016. This was an increase of 2.4 percent in relation to the year 2012.

Of the total population of Saxony numbering 4.081.783 persons on December 31, 2016, 171.683 held a foreign nationality which was an increase of 8.1 percent in relation to the year before. The total number of foreign nationals corresponded to 4.1 percent which was well below the German average of above 11 percent. One year later, 195.227 foreign nationals were residing in Saxony.

On December 31, 2017, 23.917 asylum seekers (with applications pending in asylum procedure or whose applications have been refused) resided in Saxony. This includes persons whose application is still being processed as well as those who were not recognised as refugees. Since the year 2012, the State of Saxony has

received more than 2.000 persons under the federal and state reception programs for Syrian refugees and other humanitarian programs. On December 31, 2017, 24.872 people who have been granted some form of asylum (a residence permit in accordance with section 25 [1] to [3]) were residing in Saxony.

On December 31, 2017, 195.227 foreign nationals were residing in Saxony.

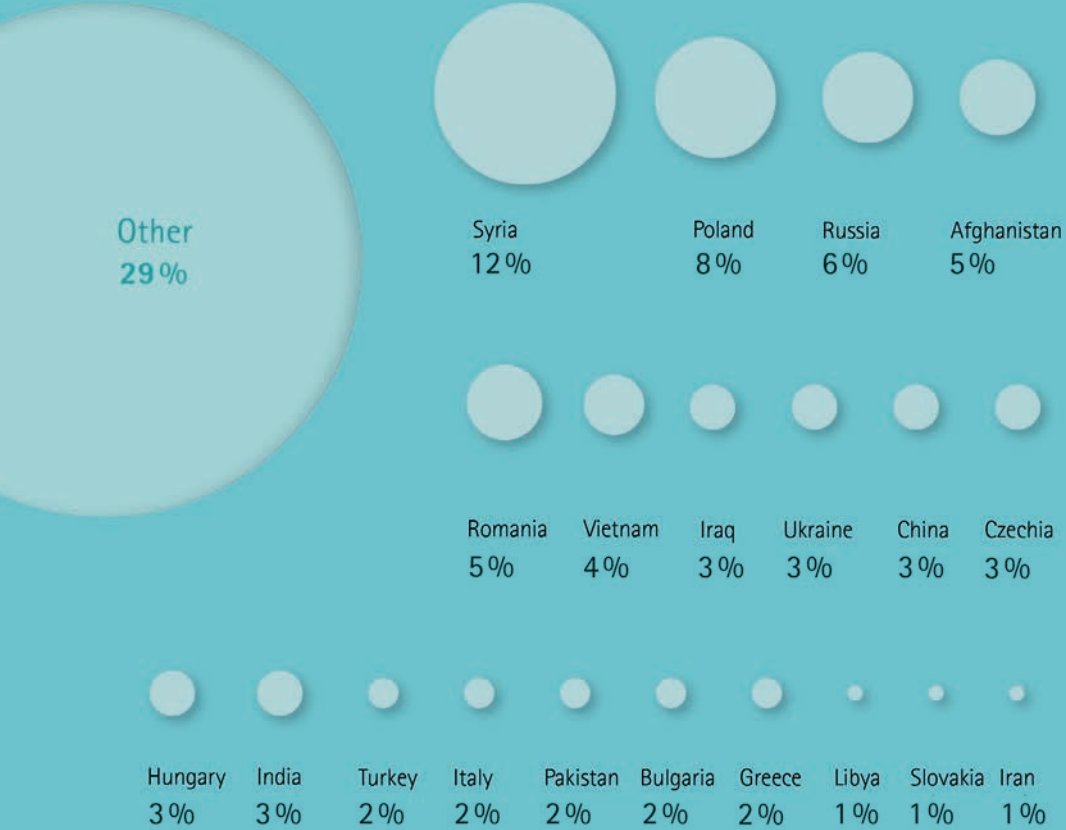
The local population of the state of Saxony is also a target group. They share a responsibility to contribute to the common interest and to strengthen democratic institutions and to advance social cohesion. This includes working toward a respectful, open, and bias-free, social environment.

<sup>2</sup> According to the current definition of the Federal Statistical Office, persons have a migrant background if they or one of their parents had a foreign nationality at birth. This includes foreign nationals, naturalised citizens, ethnic German immigrants, as well the descendants of such persons.

<sup>3</sup> Further information can be found in the long version of the version of the Concept (Version II) which can be accessed at [www.zik.sachsen.de](http://www.zik.sachsen.de).

# TOP 20 FOREIGN NATIONALITIES IN SAXONY:

as of 31.12.2017



## OUR UNDERSTANDING OF INTEGRATION

The state government of the Free State of Saxony defines this as follows:

"Integration is a social and cross-generational process, that aims to ensure equal access to all aspects of social, economic, cultural and political life. This process is supported by various, demand-oriented, measures and offers. The scope and scale of opportunities open to individuals depends on their residential status.

Integration is a cross-sectional task with opportunities and challenges for the Free State of Saxony. Successful integration enables the strengthening of the public good and its ability and capacity to do so in a period of rapid demographic change and accelerated globalisation. Integration includes two key dimensions: On the one hand,

the inclusion of persons with a migrant background in society and, on the other hand, the maintenance and strengthening of social cohesion.

Integration will work when all residents of Saxony maintain respect and tolerance towards each other, regardless of their social or cultural backgrounds, on the basis of the democratic political order and the values derived thereof. All residents have a stake and interest in making this happen. A high motivation to embrace change and to assume responsibility is key for successful integration and a strong democratic society. Integration creates social cohesion."

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# CORE MESSAGES OF THE IMMIGRATION AND INTEGRATION CONCEPT

The following five core messages are a summary of the essential elements:

## 1. COMMUNICATING FUTURE CHALLENGES. DEBATING. REACHING CONSENSUS.

The Free State of Saxony needs the immigration of skilled labour to ensure continued economic prosperity. At the same time, it accepts refugees to meet its humanitarian responsibility.

Globalisation, digitalisation, the knowledge economy pose key demands to the Free state of Saxony. Moreover, we are witnessing declining public expenditures and demographic change. Integration as a cross-sectional task has a special significance for the future. It impacts all social and political dimensions, in particular the

capacity of government. Thus, the government of Saxony views the task of immigration and integration as part and parcel of a total strategy. In addition to other labour market measures, Saxony needs the immigration of skilled labour to ensure continued economic prosperity. At the same time, it accepts refugees to meet its humanitarian responsibility. To obtain social consensus, a fact-based and open social debate is essential.



Saxony needs the immigration of skilled labour to ensure continued economic prosperity. At the same time, it accepts refugees to meet its humanitarian responsibility.

## 2. REALISING AND FULFILLING POTENTIAL. ENABLING EQUAL PARTICIPATION.

We want to enable persons with a migrant background to participate in equal measure in key aspects of social life and to promote their potential to the extent that their residential status permits.

To this end, we have developed specific measures in the following areas (see Part 3 of the Concept):

- Language and communication
- Early childhood education as well as primary and secondary education
- Catching-up on missed basic education
- Tertiary education/ science
- Vocational training and Further education/ work
- Housing and living environments
- Health and care
- Gender equality
- Prevention of violence
- Anti-discrimination
- Intercultural opening of public administration, business and civil society

## 3. ENSURING CONFORMITY WITH THE GERMAN BASIC LAW AND THE CONSTITUTION OF THE STATE OF SAXONY. SHOWING COURAGE.

The Basic Law of the Federal Republic of Germany ("Grundgesetz") and the Saxon Constitution are the foundation of our legal system and source of our values. They form the basis of all meaningful social interaction taking account of cultural diversity and the rights of individuals to pursue their life and goals. The dignity of individuals is the most important element of the Basic Law. This means that every person is equal before the law regardless of their origin, gender or age.

All persons in Saxony should be empowered to assume responsibil-

ity and partake in our peaceful and democratic social order. Crime and extremism that threaten our peaceful coexistence are to be dealt with by the rule of law and preventative measures. Through civil courage, hostile and inhumane worldviews can be kept in check and dispelled. The Concept for Immigration and Integration includes specific measures and proposals in this regard (see Part 4 of the Concept).

Every person is equal before the law regardless of their origin, gender or age.

## 4. COMMUNICATING TOGETHERNESS. STRENGTHENING SOCIAL COHESION.

Integration is not a singular event but an ongoing process. It's a total, intergenerational, endeavour.

We - together. Our social togetherness is predicated upon our solidarity with one another. Democracy and social togetherness call for individual participation, a sense of community and a willingness to embrace and defend our democratic order.

Integration is not a singular event but an ongoing process. It's a total, intergenerational, social endeavour. More

diversity leads to more flexibility and innovation but it can also result in more conflicts in everyday life. Mutual respect, the acceptance of democratic values, a willingness to engage in dialogue and the inclusion of everyone, form the basis of a common culture of participation in which conflicting opinions are tolerated. The Concept for Immigration and Integration supports this process through specific measures.

## 5. ENSURING SUCCESS. MONITORING IMPLEMENTATION. MEASURING GOALS.

The Concept for Immigration and Integration identifies specific goals, measures and actors in relevant areas and includes measures to develop a strategic integration management system.

Successes in integration can be measured and represented. The Concept for Immigration and Integration identifies specific goals, measures and actors in relevant areas and includes measures to develop a strategic integration management system. This is

predicated on a dynamic plan of action, a linking up of all relevant parties, the establishing of a state integration monitoring, regular reporting and ongoing research on integration. Regular control and evaluation of the goals and objectives enable a timely adaptation to changed circumstances and social dialogue.





# OVERVIEW OF KEY AREAS

## LANGUAGE AND COMMUNICATION

For the successful integration of people with a migrant background, whose first language is not German, the acquisition of the German language is essential. To read, speak and write in German is an indispensable requirement for integration. Thus it is essential to require and promote the acquisition of German language skills.

Furthermore, individual language skills enable people with a migrant background to enter into dialogue with the local population and to readily communicate with public administration. Thus, barriers in communication can more easily be overcome directly upon arrival.

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### Goals:

- To enable access to language courses at different levels of proficiency.
  - To provide state-financed courses to persons that don't have access to federally funded language or integration courses.
  - To encourage persons to "own" their language learning and to continue learning on their own.
  - To allow people to effectively communicate in all essential and relevant situations by means of effective language use
- federal and state-funded programs.
  - Implementing a state-funded language learning program for everyone that is not entitled to participate in a federal integration course and has been assigned to a municipality with the right to work. This includes literacy courses as well as the courses "German Right Now" and "German Qualified." In addition, language courses have also been newly-introduced in correctional facilities.
  - Promoting voluntary training for further language acquisition.

### Sample Measures (Selection):

#### Language Acquisition:

- Encouraging the federal government to better monitor access to language learning. At the same time, to optimise and improve the cooperative steering management to coordinate at a regional level, EU,

#### Communication:

- Implementing and institutionalising initial orientation courses for refugees in all initial registration facilities.
- Providing "SprInt" Service Centres for language and integration coaches to support municipalities in developing local services.



### Practice Example: Supplementary Language Learning Program and Language and Intercultural Sensitisation

*In 2017 more than 10.000 persons that did not have access to a federal-funded integration course participated in the state-funded program. The setting up of SprInt Service Centres for language and integration coaches serves as a blueprint for future development. Per municipality we have budgeted 77.000 EUR for a total of 1.000.000 EUR. Migrants benefit from this in two ways: Firstly, communication is improved and effective interpretations save follow-up costs. On the other hand, the SprInt Service Centres provide qualifications for migrants and enable better access to the labour market.*

## EARLY CHILDHOOD AND SCHOOL EDUCATION

Early childhood and school education create a sustainable basis for integration and personal success. They are requisites for future career perspectives and equal participation in our society. Investments in education and lifelong learning also strengthen the local economy and enable us to mitigate against skills shortages in the future.

- This means that the whole educational process from early childhood education through schooling to vocational training or academic studies has to be further improved and aligned as one continual process with fluent transitions from one stage to another.
- Moreover, this entails optimising educational language to develop educational competence in German and continuing to promote bi- and multilingualism as a particular educational resource

### Goals:

- Enabling equal participation in early education through specific measures in crèches, child day care, kindergartens and after-school care centres through
- Ensuring equal participation in school education on the basis of the Schools Act of the state of Saxony and the state Concept for the Integration of Migrants.

the Saxon state education plan.

### Sample Measures (Selection):

#### Early Childhood Education:

- Expanding "Welcome" and Language promoting Day Care Centres and creating an environment favourable to integration.
- Training key personnel in intercultural competence and foreign language skills and acquiring skilled personnel and volunteers with a migrant background, foreign language skills and intercultural competence.
- Facilitating day care centres in socially disadvantaged neighbourhoods.
- Promoting cultural sensitivity in dealing with parents with a migrant background to increase the attendance rate of their children.

#### School Education:

- Developing educational language competence and language education systematically (in particular by including level descriptors for German as a Second Language as a part of every school subject).
- Furthering bilingualism and multilingualism as an educational resource (e.g. in the context of full-day educational programs and further education in the language of origin).
- Supporting schools with preparatory classes (which include specific advisory and support services).

#### Practice Example: "Welcome" Day Care Centres in Saxony

*In 2014, the pilot project "Welcome" Day Care Centres was initiated in Saxony. The project management organisation is the German Children and Youth Foundation. "Welcome" day care centres are intercultural venues where children from families that seek refugee status are welcome and can feel at home. The pedagogues working there build a support network with experts to facilitate the integration process locally. At present 21 selected institutions are supported with training, expert consultants and help in building a local network. The program is financed by the Saxon Ministry of Education and Cultural Affairs and the state program "Open-Minded Saxony for Democracy and Tolerance."*

#### Practice Example: German as a Second Language in Preparatory Classes

*To encourage educational success, level descriptors in German have been introduced as a part of the curriculum of every school subject. With this innovative approach the educational claim that "language competence is the task of every subject" is put into practice and technical language development is enhanced. It now is possible for specialist teachers to systematically gauge the individual language development of their pupils and adapt their teaching accordingly.*

### Practice Example: Native Language Learning

*The language skills and abilities of children that grow up bilingually or multilingually are viewed as a special gift that is to be encouraged and enhanced. To this end, the State of Saxony offers voluntary language courses in different foreign languages such as Arabic, Bulgarian, Chinese, Czech, Hungarian, Italian, Japanese, Persian, Polish, Portuguese, Russian, Spanish, Turkish, Ukrainian and Vietnamese.*

## CATCHING-UP ON MISSED BASIC EDUCATION

In addition to language skills, refugees often lack the formal education to partake in a vocational training program. At the same time, the demand for unskilled labour is limited and prospectively declining. An important objective of successful integration is to enable as many young persons as possible to obtain vocational training. This enables them to enter the labour market, and in the medium- to long-term, will contribute to ensure a continuous supply of skilled labour.

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### Goals:

- Enabling participants to participate in a vocational training program (based on the four stage model of the Federal Employment Agency) and/or to allow them to pursue employment on the labour market. The first and foremost goal is to help them acquire the appropriate educational qualifications they need to join a vocational training program or to jumpstart their career.

### Sample Measures:

- A special educational module has been developed by the Saxon Ministry of Education and Cultural Affairs for young adults with a migrant background without or with an interrupted educational career to enable them to attain a basic education thus enabling them to pursue further vocational training. This program focuses on maths, natural sciences, IT and language for specific purposes. It is enhanced by supplementary measures provided by the Federal Employment Agency such as internships and work opportunities.

## TERTIARY EDUCATION / SCIENCE

Access to institutes of higher education is open to all citizens of the European Union, as well as nationals of other countries, under the same conditions as German citizens. International students are of significance to the local labour market and are an important factor in maintaining a positive migratory balance. Science can make advances in quality and innovation by drawing upon foreign experts and talent.

### Goals:

- Strengthening Saxon institutes of higher education and research institutions in their international outlook. They are important actors of intercultural dialogue in the area of education, research, development and innovation.
- Allowing Saxon institutes of higher education to serve as a magnet for foreign scientists through their scientific excellence.
- Training and advising graduates of Saxon institutes of higher education as they are transitioning to the labour market with a view toward keeping them in Saxony.
- Empowering refugees with aca-

demical inclinations to take up or continue with a program of studies in their respective area of interest.

### Sample Measures (Selection):

- The institutes of higher education develop and implement their own internationalisation strategy.
- The staff levels of the International Offices of the institutes of higher education have been increased.
- Through the implementation of specific "in-house" programs, such as mentoring programs, preparatory courses and language training, the academic success of foreign students is to be improved.

### Practice Example: Career Service at Saxon Institutes of Higher Education

*The Career Service of Saxon institutes of higher education (for example TU Dresden, TU Chemnitz and West Saxon University of Applied Science in Zwickau), encourage networking between students and potential employers. With a broad portfolio of offering, these competence centres also support students as they transition to employment and assists employers in gaining talent and expertise.*

**Practice Example: Language Courses at Institutes of Higher Education**

*Five institutes of higher education in Saxony offer supplementary language courses to prepare refugees for the German language entry examination (DSH) required to enter university. Starting at the B2 level (in German), these courses qualify for a grant according to the Federal Law on Training and Education Promotion.*

**Practice Example: Science and Research on the Topic of Integration**

*Science and research can play a key role in identifying the key factors and elements for successful integration and the corresponding social challenges. For this reason the State of Saxony supports the Centre for Integration Studies at TU Dresden (Zfi) and the research network IFRiS on Integration, Xenophobia, and Right-Wing Extremism in Saxony.*

## VOCATIONAL TRAINING AND FURTHER EDUCATION / WORK

Qualified persons with a migrant background can contribute toward securing skilled labour in the future. Through their competence and contributions, they can give key impulses for innovation. Their language skills and networks in their countries of origin can serve to build and enhance worldwide economic linkages.

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### Goals:

- To attract and encourage the migration of skilled and qualified labour, talents and entrepreneurs from the European Union and third-countries.
- To highlight the importance of the freedom of movement within the European Union and to integrate the labour market and vocational system of Saxony with the border areas in Czech Republic and Poland.
- To empower persons with a migrant background (in particular refugees) within their residential statuses in their integration in the local labour market so that they can make a living from their respective talents and can contribute toward increasing the overall pool of skilled personnel.

### Sample Measures:

- Attracting skilled labour and talent to the State of Saxony.
- Providing persons with a migrant background with needs-based and customised information, consultation and advisory services with regard to work, vocational training opportunities, living conditions and support programs.
- Helping Small and Medium-Sized Enterprises (SMEs) to obtain and retain young professionals and experts from abroad.
- Ensuring that the qualifications and expertise of persons with a migrant background arriving in Saxony are recorded, recognised and validated at an early stage.
- Supporting young persons with a migrant background without a vocational qualification in obtaining suitable qualifications for a vocational qualification.



*Photo above: Maximising potential, seizing opportunities*

*Photo below: Young Afghan in vocational training*

### **Practice Example: Labour Market Mentors for Refugees**

*This model program by the Saxon Ministry for Economic Affairs, Labour and Transport is designed to enable refugees as fast as possible and sustainably to enter the labour market or a vocational training program. Mentors accompany the refugees throughout all stages of integration. Moreover, they also advise companies and training providers to ensure a smooth transition to, and integration in, daily work and routines. Currently 14 projects are being subsidised each numbering between two and six mentors. In every administrative district and every independent town, a project is currently running.*

### **Practice Example: BABS Advisory Centre for Foreign Employees in Saxony**

*The BABS Advisory Centre aims to ensure legal work under fair conditions and equal treatment for all employees in Saxony. The centre is open to all persons from within the European Union who are currently employed in Saxony or seeking employment. Consultation is provided in English, German, Czech, Hungarian, Polish, Romanian and Slovak.*

### **Practice Example: "AKZESS" Process**

*The German acronym "AKZESS" stands for Steering Skilled Migration Effectively. Since 2011, the Foreigners' Registration Office ("Ausländerbehörde"), through its branches in Chemnitz, Dresden, Leipzig and the district of Central Saxony ("Mittelsachsen"), has been providing an accelerated "one-stop shop" approval process for work and educational migrants and their families. Usually a residence permit is granted within four weeks and thus quick access to the labour market is ensured. Moreover, supplementary information about legal affairs and other matters is provided through a bilingual portal which can be accessed at [www.zuwanderung.sachsen.de](http://www.zuwanderung.sachsen.de). The portal also contains downloadable files and an interactive program.*

### **Practice Example: Joint Stand "Welcome to Saxony – Migration and the Labour Market" at the Annual "Career Start" Trade Fair**

*The stand is a first point of contact for interested parties and provides expert consultation on such topics as residence permits, language acquisition, integration, recognition and validation of foreign qualifications, finding employment and transitioning from education to work.*



### Practice Example: Securing Skilled Labour for "Green" Professions

*Two landscape conservation associations, namely the Landscape Conservation Agency of Western Saxony ("Landschaftspflegeverband Westsachsen e.V.") and Zittau Mountains and Forelands ("Zittauer Gebirge und Vorland e.V."), are offering migrants with a residence permit (or the prospect of a residence permit) internships to help prepare them for a possible career as a gardener, farmer, animal farmer or groom. In every project, there is a mentor that consults and assists the participants as well as the participating enterprises. These internships enable participants to get to know the rural areas better, to build networks with the local population and to experience the work and the associated processes and routines. Ultimately this project can help attain qualified workers for professions in which there is a lack of skilled labour.*

## HOUSING AND LIVING ENVIRONMENTS

Persons with a migrant background are encouraged to fully partake in the housing market in accordance with their financial means. They are reliant on good neighbourliness and a congenial understanding with nearby residents regardless of whether their stay is short- or long-term. Socially balanced residence structures are desired. A segregation of persons with a migrant background in separate residential areas, and the corresponding isolation and social exclusion, is to be avoided.

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### Goals:

- Ensuring equal access to the housing market and to support local government in attaining this.
  - Working toward socially-equitable and ethnically-balanced well-managed residential areas.
  - Establishing good conditions for the centralised and decentralised accommodation of refugees.
- To mitigate and prevent discriminatory access (e.g. through increased collaboration between local authorities and housing associations, as well as through the deployment of Local Integration Coordinators [KIK] and other model projects).
  - To create attractive offerings (incorporating work, language and housing) for refugees in rural areas with local authorities, e.g. on the basis of "LEADER" development strategies.

### Sample Measures:

- To provide persons with a migrant background with low-threshold, informal access to educational, social integration and employability measures subsidised by the European Social Fund ("ESF") through the "Sustainable Social Development" program in Saxony.
- To continue providing state funding for the social housing policy of select local authorities to ensure affordable and liveable housing for low-income households.
- To expand the role of neighbourhood management, which is currently re-

sponsible for federal and state programs for urban development, to incorporate integration management.

- To mitigate and prevent discriminatory access (e.g. through increased collaboration between local authorities and housing associations, as well as through the deployment of Local Integration Coordinators [KIK] and other model projects).
- To create attractive offerings (incorporating work, language and housing) for refugees in rural areas with local authorities, e.g. on the basis of "LEADER" development strategies.

### Accommodation of Refugees

#### Goals:

- To provide initial reception centres tailored to demand.
- To implement and evaluate the concept of protection against violence in initial reception centres.
- To ensure that unaccompanied minors are equally distributed across all local authorities.



*Photo: Feeling at home*

#### **Practice Example: Good Neighbourliness and Coexistence**

*Through the investment pact "Social Investment in the Neighbourhood" intercultural meeting venues have been subsidised e.g. in Zwickau ("Integrationszentrum") and Dresden ("Villa Kulturwerk"). They provide a forum for intercultural exchanges and meetings.*

#### **Practice Example: Making Rural Areas More Attractive for Refugees**

*The restoration of residential buildings in which apartments are primarily assigned to refugees, if required, is subsidised at an increased rate through programs for urban development.*

#### **Practice Example: Condition of Fixed Abode**

*On 1. April, 2018, the state government of Saxony introduced the condition of fixed abode for recognised refugees. The purpose of this policy is to ensure a fairly-evenly distribution of refugees throughout all areas of Saxony. Without this policy there would be a great influx into the urban centres, predominantly Dresden and Leipzig. This could lead to a collapse of language provision in the rural areas while language courses in the urban areas would be filled beyond capacity. Moreover, local infrastructure such as schools and nurseries could be stretched to their limits. Thus integration entails government support but also necessitates and requires individual contributions. Insofar the condition of fixed abode is a building block towards successful integration.*

## HEALTH AND CARE

Equal participation in the provision of health care services is to be ensured through legal means. Increasing cultural diversity also requires intercultural sensitisation by health care providers.

### Goals:

- To attain a high-quality, culturally-sensitised, provision of health care.
- To support the collaboration of all relevant actors in the health care sector.

### Sample Measures (Selection):

- To ensure that medical personnel are interculturally sensitised (in particular with regard to traumatic effects) and that this forms part of the study guidelines and regulations in the State of Saxony.
- To recruit personnel with a migrant background for professions in health and care.
- To provide specific target groups with information and advisory services about the German health care system, health education and prevention, as well as to support preventative health care and wellness-enhancing measures.
- To continue with sexual education programs for young refugees by training and qualifying professionals working in youth services.
- To promote mental health and well-being by encouraging communication and cooperation by all relevant institutions.

#### Practice Example: Ambulatory Care Clinics for Refugees

*During processing of their application, refugees are entitled to medical care and treatment. Usually this is performed by resident medical doctors. In addition, ambulatory care clinics have been established in Dresden and Chemnitz for refugees. Patients with a treatment certificate receive the pain-relief and acute medical treatment to which they are entitled in these facilities. Interpreters are present during the treatment.*

#### Practice Example: Psychosocial Counselling Centres for Refugees and Migrants

*Since 2015, the department of the State Minister for Equal Opportunities and Integration is supporting the creation of a state-wide service to counsel traumatised refugees.*

*Currently there are three psychosocial centres ("PSZ") providing such services in Dresden, Leipzig and Chemnitz. The project partners, Mosaik Leipzig e.V, das Boot gGmbH (Dresden) and SFZ Förderzentrum gGmbH*





*Photo: Syrian medical personnel in Dresden*

*(Chemnitz), provide individual and group consultation for psychologically-burdened refugees and persons with a migrant background. Moreover, intercultural and interpersonal training is also offered to relevant personnel in the standard system to enable them to cater to this specific target group.*

## GENDER EQUALITY

Attaining gender equality calls for particular awareness, sensitisation and counselling work for both genders given differing gender roles and legal systems in other cultures. Initiatives to democratise gender roles in the area of migration have to take account of this and should not be virtually exclusively targeted at women, as is the case today. Men also have to be included. The differing conceptions of manhood and paternity as well as particular male responses to exclusion and discrimination have to be addressed and dealt with by the relevant providers of support for refugees and the youth welfare.

### Goals:

- To raise awareness for the issue of gender equality and to sensitise persons, taking account of differing cultural perceptions and gender roles.
- To provide a broad-based preventive offering to further gender equality and the right of self-determination for women, in particular for persons with a migrant background from non-Western cultures.
- To further the gender-specific integration of refugees in addition to the obligatory orientation courses and to support local government in providing low-threshold offers for young girls and women with a migrant background.
- To promote a gender-sensitive approach of state and non-state actors, in particular in the counselling of women with a migrant background and the provision of suitable offers for women (this includes the supply of protected spaces for women and the creation of individual offers for women by women).
- To increase sensitisation and awareness of the living conditions of women and mothers from non-Western cultural backgrounds so that they can make use of offers such as day care centres for their children and other measures that may be relevant to them.

**Practice Example: Empowerment of Women with a migrant background**

*Women with a migrant background are the motor of integration. Targeted offers to strengthen and further educate women are thus of great social significance. In the year 2017, 13 projects were supported by the funding guideline for equal opportunities. This included the "Intercultural Meeting of Girls" (MiO) by Frauenkultur e.V. in Leipzig, "Women help Women" by Bündnis Bunttes Meissen e.V., as well as "Arriving – Helping Women with a migrant background Work" by Frauenförderwerk Dresden e.V. – Helping Migrant Women Work" by Frauenförderwerk Dresden e.V.*



## PROTECTION AGAINST VIOLENCE

Gender-specific role models often prevent women from accessing outside help when confronted with domestic violence.

### Goals:

To enable persons with a migrant background to attain unrestricted access to all help offerings. As another vulnerable group, Lesbian, Gay, Bisexual and Transgender (LGBT) individuals with a migrant background, also are entitled to special protection and counselling when confronted with domestic, sexual or hate crimes.

### Sample Measures (Selection)

- Protecting women (and, if required, men) and their children from domestic or sexual violence.
- Subsidising a Women's Refuge for women that have fled from domestic violence. The institution is run by Frauen für Frauen e.V. and supported by the funding guideline for equal opportunities.
- Creating a concept for the prevention of violence in 2016 to be implemented in all initial registration facilities. The concept can also serve as a blueprint for local administration elsewhere when refugees are accommodated in shared living areas.
- Helping and counselling LGBT individuals.

### Practice Example: Women's Refuge for Refugees

*The first women's refuge for refugees was opened in Leipzig in 2016. It is open to women and their children. In the course of this pilot project, women that are accommodated here temporarily, are stabilised and strengthened. Through measures improving their language, cultural and legal competencies their life skills have been expanded.*

### Practice Example: Violence Prevention Concept for Initial Registration Facilities

*Violence often was a fact of life for refugees in their country of origin and in the process of fleeing. Upon their arrival in Germany where they presume themselves to be safe, they may still be confronted with domestic or sexual violence by their partners, fellow residents or personnel. Moreover, the cohabitation of persons from different ethnic and national backgrounds within the confined space of a refugee centre contains the potential for conflict. To mitigate against this and to prevent violence, a security concept has been developed. This concept includes standards of behaviour to deal with victims as well as specific requirements to prevent violence.*

## ANTI-DISCRIMINATION POLICY

Discrimination is a significant barrier to effective integration. Anti-discrimination policy serves to protect and strengthen the affected individuals and helps them attain legal recourse.

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### Goals:

Persons with a migrant background, in particular refugees, are a key target group of the "Strategy for the Prevention of Discrimination and Promotion of Diversity in the State of Saxony." It also takes action against multiple discriminations. The action plan that has been developed for the Promotion of Diversity takes particular account of persons with a migrant background as well as LGBT individuals.

### Sample Measures (Selection):

- „Implementing the "Strategy for the Prevention of Discrimination and Promotion of Diversity in the State of Saxony."
- Realising the model project of providing state-wide anti-discrimination counselling in Saxony by the year 2020 (for example through the interlinking of anti-discrimination counselling with counselling for migrants).
- Implementing the "State Action Plan for the Diversity of Lifestyle Choices."

### Practice Example: Model Project in Anti-Discrimination Counselling

*Up to now, there only was one municipal anti-discrimination counselling service in Saxony. This office in Leipzig was staffed by a part-timer. To provide this service on a much larger-scale in the state of Saxony, this office is now being expanded while new offices are also being created in Chemnitz and Dresden.*

## INTERCULTURAL OPENING – CHARTER OF DIVERSITY

The recognition, appreciation and inclusion of diversity in organisations furthers an environment free of prejudice. All employees should be appreciated regardless of their gender, origin or nationality, religion, worldview, disabilities, age, sexual orientation and identity. This is the basic premise of the "Charter of Diversity."

An important element of this is intercultural opening. This is envisaged as a development process within organisations to reduce and overcome the barriers and obstacles that persons with a migrant background may experience so that they can fully participate in social, legal, health-related and economic aspects of life.

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### Goals:

- To increase the share of persons with a migrant background in civil service so as to reflect the broader diversity of society and to strengthen the trust of persons with a migrant background in such institutions.
- To advance foreign language skills and intercultural competence through training and further education programs. Multilingualism and intercultural competence are recognised as an important additional qualification. To embed intercultural competence as a quality criteria in public administration.
- To sensitise and support public and private institutions in the process of opening.
- Promoting a respectful, open and appreciative approach by public servants through leadership, the development of corresponding mission statements and guidelines, as well as through its incorporation in reporting.
- Enabling organisational development by implementing diversity management.
- Embedding intercultural sensitisation in all programs of study for public administration and providing training to all employees in the public sector and increasing participation.
- Improving the communicative competence and reach of public administration by deploying staff with the relevant language skills as well as through the additional use of language mediation when providing services with an increased contact with persons with a migrant background.

### Sample Measures (Selection):

- Recruiting persons with a migrant background for work in the public sector.
- Signing of the "Charter of Diversity" by the Saxon state government.

**Practice Example: The Department of the Saxon State Minister for Equal Opportunities and Integration**

*The Department of the State Minister for Equal Opportunities and Integration specifically directs job advertisements at persons with a migrant background. Consultations have also taken place with associations representing migrants and their interests, e.g. the Ninth Meeting of the Dialogue Conference Integration ("Verbändegespräch") in June 2018. Local Integration Coordinators ("KIK") have been appointed and they support the intercultural opening of municipalities. It also is planned to establish an interdepartmental working group dealing with with intercultural opening of public administration." Moreover, the intercultural opening of institutions is subsidised by a particular state program termed funding guideline Integrative Measures Part I.*

*Photo: Diversity in Practice*



## SOCIAL COHESION

Social cohesion deals with the quality and extent of solidarity within society. Social processes continually challenge social togetherness. These challenges include demographic change, social injustice, increased individualisation and the pluralisation of individual lives, as well as an overall increase in cultural diversity through migration.

Thus it is a goal of Saxon policy to foster the social togetherness of all persons residing in Saxony regardless of their origin and to strengthen their identification with the community and its institutions. All persons are encouraged to proactively participate in their local community - whether they are resident in an urban area or in the countryside - and to actively contribute toward a good quality of life for all people residing here. The Free State of Saxony shall be a good home for everyone.

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### Goals:

- To strengthen public satisfaction with democracy and to encourage political participation.
- To encourage mutual respect and acceptance of cultural diversity.
- To ensure public safety and to prevent of extremism.

*Photo: Intergenerational Learning on a Common Project*



### Strengthening Public Satisfaction with Democracy and Encouraging Participation

Democracy necessitates consent and requires participation. In a democratic order, everyone is called upon to contribute toward the democratic processes and the common good.

A better understanding of democracy and individual opportunities to participate in democratic processes is of vital significance because a broad-based participation of everyone in planning and decision-making processes creates trust and a feeling of togetherness. Therefore this includes – with the

participation of all social actors – the development of diverse approaches for popular participation and inclusion in the democratic process for the Free State of Saxony. A constructive approach to conflict, coupled with a respect of differences of opinion, is essential to attaining the consent and participation of everyone. To achieve this, it is paramount to:

- Strengthen civic courage as well as democratic awareness and culture.
- Encourage a constructive resolution of conflicts and participation in democratic processes.
- Promote political participation.
- Support voluntary social and societal contributions.

#### Practice Example: Democracy-Building in Day Care Centers

*In the "Welcome" Day Care Centres run by the German Child and Youth Foundation, supported by experts the staff build local support networks. This promotes individual integration and helps overcome prejudices. Thus the centres become intercultural venues in which children from refugee families are welcome and feel at home. The centres are financed by the state program "Open-Minded Saxony" (WOS).*

#### Practice Example: Democracy-Building in Saxon Switzerland

*In the district of Saxon Switzerland – East Ore Mountains, a local project coordinator, Zivilcourage e.V. is running a program entitled "Strengthening Democracy and Civic Courage as well as Understanding Right-Wing Extremism." The project aims to encourage civic participation for a sustainable development of democratic culture while at the same time mitigating against the spread of right-wing extremism.*

#### Practice Example: Promoting Democracy at Schools

*Strengthening the democratic values of young people is one of the goals of the Courage Werkstatt für demokratische Bildungsarbeit e.V. The project aims to impart knowledge of the phenomena of group-human hostility. In the course of the project, participants learn to develop empathy for victims of group stereotyping, to*

*question their own prejudices and those of others, and to critically participate in social discourses while guarding against social exclusion, racism and discrimination.*

#### **Practice Example: Dialogue at Schools (S!D)**

*The Saxon State Institute for Political Education advises schools in developing various programs for political education and a constructive dialogue. In collaboration with third parties they also organise events on current and controversial topics and supports offers to strengthen school actors.*

#### **Practice Example: Appreciating Volunteerism for Refugees**

*It is desired to recognise the enormous voluntary engagement for refugees that arose in 2015 and to publicly promote this. To this end, the Integration Prize has been sponsored by the Department of the Saxon State Minister for Equal Opportunities and Integration and the Saxon State Commissioner for Foreigner Affairs. The Marwa-el-Sherbini stipend has also been established to promote talented young people that are working toward effective integration in the Free State of Saxony. Since the year 2016, the Saxon Citizen Prize has also introduced a special category entitled "Engagement in the Work of Refugees" to honour individuals and organisations that have distinguished themselves in their voluntary efforts. Moreover, the Saxon Commissioner for Foreign Nationals and the German Society for the Protection of Children of Saxony e.V. have introduced the Sterntaler Prize to recognise and award the special commitment in the work with refugees and their children.*

### Encouraging Mutual Respect and Acceptance of Cultural Diversity

The Basic Law and the Constitution of the Free State of Saxony protect the dignity of each and every individual. Everyone is accorded this right and is fundamentally protected against discrimination on the basis of e.g. their gender, origin, ethnic background, religious and/or political beliefs. This is the basis for a peaceful and respectful coexistence of everybody in Saxony.

Mutual respect also is the foundation for a successful integration. Tolerance and openness cannot be ordered "top-down" by the state government. Nonetheless, mutual respect is the glue that holds our community together. It has to be prac-

tised bottom-up. It is required of anyone and should be promoted by everyone.

In the sphere of culture there are many projects that encourage cultural dialogue and promote mutual understanding and respect. The cultural promotion of the Free State of Saxony and state cultural institutions are also working toward this goal and are supporting this dialogue. These goals can be achieved by:

- Providing guidance for everyday situations for persons with a migrant background.
- Promoting intercultural encounters, dialogue, and mutual understanding.
- Strengthening the acceptance of persons with a migrant background by providing factual information to support this.

#### Practice Example: Initial Orientation for Refugees and Social Support

*In 2015 the first orientation courses were introduced in a pilot project. They provide a mix of language training and intercultural sensitisation and are sponsored by the Free State of Saxony. They are now being offered as a standard offer. To date more than 8.000 persons have participated in these courses.*

*By supporting qualified socio-pedagogical support for refugees, the Department of the State Minister for Equal Opportunities and Integration is opening further doors.*

#### Practice Example: Local Integration Coordinators

*This institution has been created to support local municipalities in coordinating and steering their integration efforts and is being subsidised by the Department of the State Minister for Equal Opportunities and Integration since 2015. From 2018, independent towns can now also make use of this offer. Since 2017 the Department of the State Minister for Equal Opportunities and Integration has been providing training in all administrative districts and to date more than 200 persons have taken part.*



**Practice Example: Consumer Protection for Everyone**

*Some people with a migrant background who live in Saxony for a short time, especially refugees, have a limited budget at their disposal and may struggle to live within their means. To help them manage their finances sustainably, consultation and training is now also provided to them and multipliers. This is subsidised by the state program entitled "Integrative Measures."*

*Photo: Breaking the Fast Together*



## Ensuring Public Safety and Prevention of Extremism

Public safety has to be ensured at all times. Crime has to be prevented and extremism kept in check. There can't be any parallel societies in this country. Education and prevention are necessary to guard against this happening. If required, the state also has to intervene. Extremism in all its forms, regardless of whether it originates from the

right or left of the political spectrum, or is religiously-inspired, has to be countered and suppressed with all means at the disposal of the state of law. Prevention plays a significant role in preventing extremist views. This includes:

- Applying safety-relevant measures if required.
- Ensuring the safety of persons with a migrant background.
- Preventing extremism through education and other programs.

### Practice Example: Creation of a State Security Agency to Counter Terrorism and Extremism

*The discovery of a series of murders by a far-right German terrorist group ("National Socialist Underground") in November 2011 led to a reorganisation of the police, Office for the Protection of the Constitution of the Free State of Saxony and judiciary. To prevent politically motivated crime ("PMK") more efficiently, particularly right-wing extremism, collaboration between the different agencies has been increased and a series of administrative measures were taken. Meanwhile the security situation has become more complex due to dynamically-growing Islamic terrorism, increasing Xenophobia among the extreme right-wing and a greater predisposition toward violence in parts of the extreme left-wing. Moreover, there is the danger of mutual interaction between these phenomenon. Thus the State Protection of the Saxon Police has been strengthened and reorganised. At the core of this is the establishment of a State Police Agency to Counter Terrorism and Extremism (PTAZ) in the State Police Office of Criminal Investigations (LKA). This is not just a structural change but it also represents a big investment by the state. It is planned to increase staff levels by 60 persons to a total of 400 persons by 2020.*

### Practice Example: The Creation of KORA by the State of Saxony

*KORA is the Coordinating and Consulting Office for Radicalisation Prevention. It was established in March 2017. Its primary goal is to prevent Islamic Extremism and to promote democratic values. It aims to improve the quality of life of those potentially affected. At the same time, it wants to ensure that they feel an attachment to*

*the free democratic basic order again. The work of KORA is founded on five pillars: Dialogue with Muslim organisations, education and training, consultation for relatives and affected individuals as well as de-radicalisation counselling and exit consultation.*

#### **Practice Example: MITA Concept for Repeat Offenders**

*To effectively deal with repeat offenders among asylum applicants, the police and state prosecution introduced the MITA concept in 2014. This concept is targeted at serial offenders that are accused of committing more than five crimes per year (absolute application offences and offences according to 265a StGB are not taken into account) as well as repeat offenders that are accused of committing the same crime more than once within a given year. All ongoing investigations are bundled with a view toward expediting legal processes. Moreover, collaboration between the police, state prosecution and the foreigner office, has been intensified to enable the swift deportation of such individuals. In the year 2017, 42 such individuals were deported.*

## OUTLOOK

Dear readers:

We are in a process of societal change that will take time but needs to be actively shaped. A proactive immigration and integration policy with strategic integration management is an investment in the future of the Free State of Saxony.

Let me be clear: Many persons with a migrant background are motivated and are contributing toward the common good – day by day. Many new arrivals want to build a new life here. This applies, in particular, to refugees. Their integration is a task that requires commitment and patience. But this investment can pay off in the medium- to long-term when they enter the labour market. Our model project enabling young refugees to catch-up on school education will play an important role in this.

I am convinced that every investment in integration also is an investment in prosperity, safety and cohesion in our society. Integration costs money but a lack of integration will cost even more money. Because the integration of individuals impacts the whole society. It concerns all of us. Let us begin working on this together. You can contribute locally.



Petra Köpping  
State Minister for Equal Opportunities and Integration





# IMPRINT

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