

**Here in Berlin: Comprehensive
Programme for the
Integration and Participation of
Refugees**



Contents

A	Introduction	8
1.	Implementation	8
1.1	Together with a diverse urban community.....	8
1.2	Building on successful concepts	9
1.3	In short: Facts and figures on the situation of refugees in Berlin.....	10
1.4	Digression: On the definition and usage of individual terms.....	12
1.5	Legal parameters for the Berlin Comprehensive Programme	12
2.	The development of the Comprehensive Programme for the Integration and Participation of Refugees.....	13
2.1	Predecessors to the Comprehensive Programme.....	13
2.2	The development process of the Comprehensive Programme	13
2.3	Structure of the Comprehensive Programme.....	14
B	The role of district integration officials in refugee policy	15
1.	The change to integration policy in district offices due to the migration of refugees	15
2.	Funding of district projects through the Integration Fund.....	16
2.1	Most important information in brief.....	16
2.2	State of implementation: What is being done	16
2.3	Further need for action: The next steps.....	17
C	Responsibilities and role of the Refugee Management Coordination Unit	17
1.	The function of the Refugee Management Coordination Unit	17
2.	State of implementation: What is being done	17
2.1	Communication and networking at the state and district level	17
2.2	Further need for action: The next steps.....	17
D	Areas of action.....	19
	Area of action 1: Arriving and remaining	19
1.1	Most important information in brief.....	19
1.2	State of implementation: What is being done.....	19
1.2.1	Optimisation of consultation structures for refugees in Berlin	19
1.2.2	Optimisation of process structures and customer orientation at Berlin migration offices.....	20
1.2.3	Expanded support for vulnerable refugees.....	21

1.2.4 Improving cooperation between non-governmental consultation services and immigration authorities as well as self-organisations of migrants	22
1.2.5 Promoting voluntary return	22
1.2.6 Creating prospects for staying in Berlin	24
Area of action 2: Accommodation, housing and social matters	24
2.1 Ensuring need-based care for refugees in the provision of services	25
2.1.1 Most important information in brief.....	25
2.1.2 State of implementation: What is being done	25
2.1.3 Need for action: The next steps	25
2.2 Target group-oriented accommodation of refugees	26
2.2.1 Most important information in brief.....	26
2.2.2 State of implementation: What is being done	26
2.2.3 Need for action: The next steps	27
2.3 Further development of quality assurance for accommodations	27
2.3.1 Most important information in brief.....	27
2.3.2 State of implementation: What is being done	28
2.3.3 Need for action: The next steps	28
2.4 Providing refugees with living space and improving access to the housing market	28
2.4.1 Most important information in brief.....	28
2.4.2 State of implementation: What is being done	28
2.4.3 Need for action: The next steps	29
Area of action 3: Healthcare.....	30
3.1 Most important information in brief.....	30
3.2 State of implementation: What is being done.....	31
3.2.1 Linguistic and cultural mediation	31
3.2.2 Bottlenecks in the health care system	31
3.2.3 Access to the health care system	31
3.2.4 Advanced education	32
3.2.5 Psycho-social matters, psychiatry and addiction issues.....	32
3.3 Need for action: The next steps	33

Area of action 4: Children, adolescents, families and unaccompanied minor refugees, including preschool education as well as vocational orientation and preparation	34
4.1 Ensuring early childhood education.....	35
4.1.1 Most important information in brief.....	35
4.1.2 State of implementation: What is being done	35
4.1.3 Need for action: The next steps	35
4.2 Protection of children and adolescents, including unaccompanied minor refugees.....	35
4.2a Protection of children and adolescents in refugee accommodations	35
4.2a.1 Most important information in brief	35
4.2a.2 State of implementation: What is being done	36
4.2a.3 Need for action: The next steps.....	36
4.2b Protection and support for unaccompanied minor refugees	36
4.2b.1 Most important information in brief	36
4.2b.2 State of implementation: What is being done	37
4.2b.3 Need for action: The next steps.....	37
4.3 Youth work and youth social work for children and adolescents with a refugee past.....	37
4.3a Youth work	37
4.3a.1 Most important information in brief	37
4.3a.2 State of implementation: What is being done	38
4.3a.3 Need for action: The next steps.....	38
4.3b Youth social work	38
4.3b.1 Most important information in brief	38
4.3b.2 State of implementation: What is being done	39
4.3b.3 Need for action: The next steps.....	39
4.4 Promoting and strengthening families.....	39
4.4.1 Most important information in brief.....	39
4.4.2 State of implementation: What is being done	39
4.4.3 Need for action: The next steps	40
4.5 Advanced education and training of pedagogical professionals	40
4.5a Advanced education	40
4.5a.1 Most important information in brief	40
4.5a.2 State of implementation: What is being done	40

4.5a.3	Need for action: The next steps.....	41
4.5b	Training refugees to become educators	41
4.5b.1	Most important information in brief	41
4.5b.2	State of implementation: What is being done	41
4.5b.3	Need for action: The next steps.....	41
4.6	Integration in formal education services	41
4.6.1	Most important information in brief.....	41
4.6.2	State of implementation: What is being done	41
4.6.3	Need for action: The next steps	42
4.7	Quality development in instruction and support for newly migrated children and adolescents.....	43
4.7.1	Most important information in brief.....	43
4.7.2	State of implementation: What is being done	43
4.7.3	Need for action: The next steps	44
4.8	Access to education and participation in extracurricular and supplementary support as well as in other offers for support.....	45
4.8.1	Most important information in brief.....	45
4.8.2	State of implementation: What is being done	45
4.8.3	Need for action: The next steps	45
4.9	Language acquisition for adults	46
4.9.1	Most important information in brief.....	46
4.9.2	State of implementation: What is being done	47
4.9.3	Need for action: The next steps	47
Area of action 5: Labour market integration, gainful employment and education of refugees		47
5.1	Most important information in brief.....	48
5.1.1	Integration of employable refugees into the labour market	48
5.1.2	Ensuring a high level of quality applicable to the labour market.....	48
5.1.3	Facilitation of governmental transfer services for independent living.....	49
5.2	State of implementation: What is being done	49
5.3	Need for action: The next steps Action approaches and recommendations	50
5.3.1	Acquisition of German language skills.....	50
5.3.2	Assessing professional skills and development potential	51
5.3.3	Professional orientation, acquisition of skills for the labour market and social rules of working life	51

5.3.4 Differentiated offer of measures for promoting integration in education, work or independence, compatibility of measures.....	51
5.3.5 Ensuring timely access to measures and bridging offers until integration into the labour market	52
5.3.6 Sufficient offer of apprenticeships and jobs	52
5.3.7 Beneficial parameters for professional integration	52
5.3.8 Openness of institutions and companies to people with a refugee or migration background	53
5.3.9 Fundamental need for action	54
Area of action 6: Higher education and science.....	54
6.1 Most important information in brief.....	54
6.2 State of implementation: What is being done	55
6.2.1 Technical, language and bridging courses for refugees	55
6.2.2 Consultation and assistance	56
6.2.3 Auditing.....	56
6.2.4 Supporting persecuted and refugee scientists.....	56
6.3 Need for action: The next steps	57
6.3.1 Technical, language and bridging courses for refugees	57
6.3.2 Consultation and assistance	57
6.3.3 Auditing.....	57
6.3.4 Supporting persecuted and refugee scientists.....	57
6.3.5 Assessment and further development of existing structures (round table).....	57
Area of action 7: Social space integration, culture and sports.....	58
7.1 Strengthening social space integration and social cohesion	58
7.1.1 Most important information in brief.....	58
7.1.2 State of implementation: What is being done	59
7.1.3 Need for action: The next steps	60
7.2 Sports for refugees	61
7.2.1 Most important information in brief.....	61
7.2.2 State of implementation: What is being done	61
7.2.3 Need for action: The next steps	61
7.3 Integration and participation in culture.....	62
7.3.1 Integration and participation of refugee consumers of culture	62
7.3.2 Integration and participation of refugee artists and cultural creatives.....	63

7.3.3 Diversity-oriented development of the Berlin cultural landscape.....	64
Area of action 8: Participation.....	65
8.1 Most important information in brief: Facilitating and supporting participation and voice.....	65
8.1.1 Increasing accessibility of structures and opening the administration to the needs of refugees.....	65
8.1.2 Conceiving and configuring offers for refugees in a participative manner....	66
8.1.3 Empowerment, information, support of self-organisation, communication and networking	66
8.2 State of implementation: What is being done.....	66
8.3 Need for action: The next steps	66
8.3.1 Opening structures, gender-sensitive, diversity-conscious and participative administration	66
8.3.2 Needs-based configuration of programmes and measures through involvement and better reaching of the target group	67
8.3.3 Empowerment, information, support of self-organisation, cooperation, communication and networking	68
Area of action 9: Security and promotion of democracy.....	68
9.1 Safety for refugees	69
9.1.1 Most important information in brief.....	69
9.1.2 State of implementation: What is being done	69
9.1.3 Need for action: The next steps	69
9.2 Prevention of radicalisation and violence as well as strengthening resilience of refugees.....	70
9.2.1 Most important information in brief.....	70
9.2.2 State of implementation: What is being done	71
9.2.3 Need for action: The next steps	71
9.3 Promotion of democracy.....	72
9.3.1 Most important information in brief.....	72
9.3.2 State of implementation: What is being done	73
9.3.3 Need for action: The next steps	73
E Interdepartmental topics.....	74

1. Intercultural opening	74
2. Linguistic mediation	74
3. Project funding.....	75
4. Birth month regulation	75
F Cross-sectional topics	76
1. Vulnerable groups.....	76
2. Antidiscrimination.....	77
3. Religion	78
4. Civil engagement	78
G Implementation of the Comprehensive Programme	79
1. Learning refugee policy: Observing and measuring success factors for integration ...	79
2. Reporting on the implementation of the measures.....	79
3. Monitoring the implementation of the Comprehensive Programme.....	79
3.1 Steering committee	79
3.2 Public and urban community involvement	80
H Financing of the Comprehensive Programme.....	81

1. Implementation

With this Comprehensive Programme for the Integration and Participation of Refugees (hereafter: Comprehensive Programme), the Senate presents a strategy report that was developed after intensive communication with the city society. It contains the focal points of refugee policy by which the Senate's policy as well as the measures by the administration of Berlin will orient themselves, and with which the city's citizens and refugees can determine the state of implementation of integration and participation in Berlin. The concept concerns the living situation of refugees, with special emphasis on the time of arrival and initial years in Berlin.

With this submission the Senate implements a determination from the governmental policy directives from the 2016 - 2021 legislative period, which earmark the drafting of a new concept for the integration and participation of refugees.

Berlin is a city of diversity that has been shaped by migration since its founding and throughout its long history. Of the more than 3.7 million people in Berlin, more than 70,000 do not have a German passport.¹ In particular, for the Senate's integration policy this means considering migration in all political areas, taking an intercultural and flexible approach to the needs of migrants, offering them support to resolve disadvantages that stem from their past migration, and taking a decisive stance against racism.

1.1 Together with a diverse urban community

For many decades the urban community has been shaped by the arrival and integration of asylum-seekers. This was made especially clear during the increase in immigration by asylum-seekers in 2015. In recent years the citizens of Berlin, policy, administration, districts, welfare associations, non-governmental organisations and numerous civilian volunteer initiatives have helped to actively find solutions for the acute problems currently plaguing integration.

Many Berlin residents assisted the new arrivals in summer 2015 with a willingness to help and unprecedented volunteer engagement during their initial arrival. Thankfully little has changed in this regard despite an anti-refugee minority that has since come to play a role in the public discourse. The Senate of Berlin feels empowered by the many initiatives by the urban community and by the engagement of the districts to adhere to the Berlin way: integration and participation – if legally possible – from day one.

Newly arrived persons should gain a foothold in Berlin as quickly as possible and lead the most independent and self-determined life that they are able to. The Senate also refers to the principle of integration and participation from the very beginning.

The urban community has supported the drafting of the Comprehensive Programme through its specialty expertise and has accompanied its creation. The critical supervision of the implementation of the Comprehensive Programme and its individual measures by the volunteer initiatives, as well as by the welfare associations, non-governmental organisations, public and media, is just as much an incentive as it is an obligation for the Senate of Berlin. This applies in particular to the implementation of the objectives formulated in the

¹ AZR statistics from 31 August 2018.

Comprehensive Programme:

to improve the living conditions and prospects of refugees,
to increase participation among refugees and
to use the political and legal scopes for action available to the Senate in a manner that fosters integration.

1.2 Building on successful concepts

Within the past three years the Senate of Berlin and the urban community have, through joint effort, been able to achieve significant successes with regard to the integration and participation of refugees.

Residency status is elementary to integration and participation opportunities. The application of the right of residence in Berlin is already compatible with integration. To this end a newly appointed expert committee also examines further scopes of action for the procedures of the Foreigners Registration Office. In addition it will concern itself with the standards and procedures relevant to refugees.

Nearly one-third of all refugees now live outside of emergency and community housing. While around 18,000 people were housed in emergency accommodations in January 2016 and in early 2017, only 857 people were living in emergency housing on 1 October 2018.² With the Comprehensive Programme the Senate is now looking for further possible solutions to make it easier for refugees to access the regular housing market.

Since 2015 than 15,000 refugees have attended a state-financed language course to acquire German skills. Two-thirds of test participants successfully passed their respective tests. Because language acquisition is key to the integration and participation of refugees, the Senate of Berlin focuses on improvement of course offerings, in particular by adult education centres, in the Comprehensive Programme.

Good economic growth nationwide and in Berlin has allowed around 11,000 refugees to enter the labour market and obtain employment subject to social insurance contributions. With the Comprehensive Programme the Senate is now looking for ways to further increase the number of refugees with employment subject to social insurance contributions, as well as to simplify access to qualified employment and viable livelihood in order to prevent the suppression of refugees into the low-wage sector.

The Senate of Berlin introduced the electronic health card for all refugees in January 2016. This significantly reduced the workload and expenses for the administration, and better ensured medical care for refugees in Berlin. The Comprehensive Programme builds on this success and opens up additional avenues into the healthcare system for refugees.

Since the beginning of the 2016/2017 school year, 8,039 students have already transferred from welcome classes at public schools to regular classes or connecting classes. In order to improve young refugees' access to the Berlin education and labour market, the Senate has expanded specific occupational qualification courses (OQC) at secondary education centres and established individual academic supervision. In the 2018/2019 school year the number of adolescents participating in the secondary education centres' preparatory vocational courses had already increased exponentially. The Senate is now working on improving transitions into the regular academic and occupational options. Child and youth services have been specifically reinforced since 2015 to make access to these easier for children,

² As of 1 October 2018, source: LAF statistics.

youths, young adults and families who arrived as refugees.

The Senate places special focus on refugees in particular need of protection. In the Comprehensive Programme the Senate of Berlin looks to the complete implementation of the Master Plan for Integration and Safety's (hereafter: Master Plan) 7-point-plans for the care and protection of women and LGBTI refugees who travel alone and/or have been affected by violence. Lesbian, gay, bisexual, transgender and intersex refugees are still recognised as in particular need of protection according to Directive 2013/33/EU. The "Berlin Model for the Support of LGBTI Refugees" is being further developed.

As part of the BENN - *Berlin Entwickelt Neue Nachbarschaften* (Berlin Creates New Neighbourhoods) - programme that began in 2017, 20 locations were built up in the vicinity of large accommodations for refugees. The strengthening of neighbourhood cooperation, the building of network structures, the empowerment and participation of the local residents and refugees should be further promoted throughout the implementation stage. This also applies to the areas of sports and culture. Many athletic associations, as well as the *Landessportbund* (State Athletics Federation) and its clubs, have contributed to the integration of refugees through the specific recruitment of refugees and numerous low-threshold projects. Cultural education projects and free cultural offers were created, existing offers were opened, and the self-organisation of refugees to retain their (everyday) culture was explicitly supported. Numerous cultural education partnerships between cultural institutions and refugee accommodations will also be further developed during the "Berlin Mondiale" project as part of the Comprehensive Programme.

Furthermore, as part of the Integration Fund 450 measures have already been implemented that have supported long-term integration processes in the social environment as well as the involvement of refugees. Through targeted funding of projects the Integration Fund will continue to help expand or build up important district structures and realise innovative solution approaches, some of which are significant for the whole city.

During the implementation of the Master Plan for Integration and Safety, the first approaches toward stronger refugee participation were being pursued. In order to make it possible for refugees to have more comprehensive social involvement, they should be assisted in better contributing their concerns, needs, ideas and knowledge. Administrations and institutions in Berlin will be developed with regard to diversity-based intercultural opening such that these concerns, where possible, are actively asked about and listened to, and accessibility obstacles are disassembled. Projects that aim to achieve empowerment, participation and self-organisation of refugees will be supported. To this end the various conditions and living situations of refugees - in particular of women, children, adolescents, parents (including single) with children, unaccompanied minors, LGBTI and people with disabilities - are to be considered.

1.3 In short: Facts and figures on the situation of refugees in Berlin

Regardless of their respective legal status or the duration of their residence, the target demographics of the Comprehensive Programme include all persons who have come to Germany with the goal of finding safety and thus the prospect for a future, and who were assigned to move to Berlin or chose to move to Berlin following the processing of their asylum.

A total of 1,577,277 asylum-seekers have arrived in Germany since 2015.³ However, there

³ Source: State office for Refugee Affairs.

are currently nearly 68 million refugees worldwide. These numbers illustrate that merely a fraction of all people who have fled war, persecution, hunger and repression live in Germany. Most refugees worldwide are received in the respective neighbouring countries. 77,423⁴ refugees are currently living in Berlin with a residence permit for humanitarian or political reasons, or reasons pertaining to international law, and with a settlement permit. The Federal Office for Migration and Refugees (BAMF) or the Foreigners Registration Office accepted their applications for asylum or other applications for the issuance of a residence permit. In addition, 14,591 asylum-seekers live in Berlin⁵ who fall under the Berlin Foreigners Registration Office's jurisdiction, and who are currently undergoing asylum proceedings or are appealing against the negative decisions by the BAMF before the administrative courts. In Berlin there are also 12,441 persons obligated to leave the country, 10,744 of whom with a suspension, meaning they have not yet fulfilled their obligation to leave.⁶ In the case of suspensions, the execution of deportation has been postponed due to legal or factual obstacles to deportation. Such an obstacle may be present because the respective individual is completing an education, does not have a passport, or because of urgent humanitarian, personal or family reasons, or if there is public interest in the individual remaining, such as if their presence is required to clarify a crime. The fact that around 100,000 refugees live in Berlin shows that the city fulfils its humanitarian obligations. In 2017 the Federal Office for Migration and Refugees (BAMF) granted protective status to the respective applicants in 43.4 per cent of all individual cases. In about half of the cases in which the BAMF rejected an asylum application, the applicants filed an appeal against this decision. In nearly 22 per cent the courts have ruled in favour of the applicants so far.⁷ The judicial decision practice and the BAMF's recognition rate empower the Senate of Berlin in the integration and participation approach established in the Comprehensive Programme, when legally possible, from day one, as nearly half of asylum-seekers receive the right to stay.

While 55,005 asylum-seekers were assigned to Berlin in 2015 via the nationwide EASY system, the numbers have fallen sharply. In 2016 Berlin only received 16,889 asylum-seekers, and 8,285 in 2017.⁸ Since early 2018 the number of newly arriving asylum-seekers amounts to around 600 people per month⁹. The Senate of Berlin assumes that these numbers may change depending on the political and humanitarian developments in the crisis regions, and that the reception of further newly arriving refugees will continue to be a daily matter for administration and urban society in the future.

The Foreigners Registration Office interprets the right of residence in an integration-friendly manner to issue a residence permit to suspended cases, such as for family reasons or because they meet the requirements for the right to stay. As a result, nearly as many individuals formerly obligated to leave have been granted a residence permit solely for humanitarian reasons, i.e. outside of the asylum process, as are currently obligated to leave, namely 11,600 – compared to 12,441¹⁰.

1,638 deportations were performed in Berlin in 2017. 3,629 people left voluntarily in 2017.

⁴ Source: AZR statistics, ref. date 31 August 2018.

⁵ Source: Figures from the Foreigners Registration Office from 15 October 2018, as of 1 October 2018.

⁶ Source: Figures from the Foreigners Registration Office from 15 October 2018, as of: 1 October 2018.

⁷ Source: Annual court statistics 2017 from the Bundesamtes für Migration und Flüchtlinge (BAMF).

⁸ Source: State Office for Refugee Affairs (LAF).

⁹ Reference date: 31 August 2018.

¹⁰ Source: Figures from AZR statistics, as of: 31 August 2018 and figures from the Berlin Foreigners Registration Office from 15 October 2018, as of 1 October 2018.

From January to September 2018 there were 801 deportations. 2,087 voluntary departures were recorded by 30 September 2018.¹¹

Refugees are not a homogenous group. On the contrary, their asylum and residence situations vary just as greatly as their individual lives and the social factors that define their needs, skills and potential: nationality, ethnicity, sex, physical or mental disability, age, marital status, academic background, social status/milieu and sexual identity. The Senate will consider this diversity in the implementation of the Comprehensive Programme and its individual measures.

1.4 Digression: On the definition and usage of individual terms

The Comprehensive Programme uses the terms "**refugees**" or "**people who have fled**" as umbrella terms for the various groups. "Refugees" and "people who have fled" are not legally established terms; they refer to all people seeking protection in Germany for humanitarian or personal reasons, or reasons pertaining to international law. A person whose application for asylum was rejected or who does not fulfil their enforceable obligation to leave the country is thus also referred to as a "refugee". The legal obligation to leave the country after rejection of an asylum application for application for a residence permit may not always, or in any case not promptly, be fulfilled. In many cases there are life changes that justify a right to stay. The Senate thus considers it appropriate to offer the people staying in Berlin an integration offer based on their own rights and needs.

The Comprehensive Programme refers to the asylum or residence status in cases where the respective legal status is relevant to the services owed to the individuals by the state or to their opportunities for participation.

Vulnerable persons as per Directive 2013/33/EU are minors, unaccompanied minors, people with disabilities and the elderly, pregnant women, single parents or guardians with underage children, victims of human trafficking, people with severe physical illnesses, people with mental disorders, and people who have suffered torture, rape or other severe forms of mental, physical or sexual violence. The Comprehensive Programme also considers LGBTI refugees as well as women fleeing alone or living alone in Berlin, in particular if they have suffered violence, to be vulnerable persons.

1.5 Legal parameters for the Berlin Comprehensive Programme

Obligations from international and European law, such as the Geneva Convention on Refugees as well as EU directives and regulations, largely determine the possibilities and limits of how refugees can be received and integrated. For example, the Geneva Convention on Refugees stipulates that recognised refugees are to be treated as citizens in matters of health care and schooling. The member states are responsible for the specification and legal configuration of rights of participation. In the Federal Republic of Germany the legal framework for asylum-seekers is regulated in the Residence Act, the Ordinance on the Admission of Newly-Arrived Foreigners for the Purpose of Taking up Employment, the Asylum Act and the Asylum Seekers' Benefits Act, among others, and is set by the federal legislature. All means of integration and participation in the State of Berlin are based on this legal framework.

The federal government is currently focusing on exclusion and the reduction of means of

¹¹ Source: Figures from the Berlin Foreigners Registration Office from 15 October 2018, as of 1 October 2018.

participation and integration over a longer period of time, such as through the implementation of AnKER and transit centres. This especially applies to refugees with (allegedly) poor prospects of staying due to their country of origin. The Senate of Berlin, however, interprets the federal regulations on the basis of humanitarian aspects and with the Comprehensive Programme aims to promote the integration of refugees.

2. The development of the Comprehensive Programme for the Integration and Participation of Refugees

2.1 Predecessors to the Comprehensive Programme

Over the last years the respective Senate of Berlin – within other European and federal parameters as well as through other social and political developments – has already developed various concepts for integration and refugee policy.

The Berlin Integration Concept 2005 ("*Vielfalt fördern – Zusammenhalt stärken*") as well as the further developed integration concept from 2007 consolidated the integration policy initiatives of all Senate administrations for the first time. Both integration concepts followed an integrative approach and were also concerned with refugees.

The Care and Integration Concept for People Seeking Asylum and Refugees (2015) and the Master Plan for Integration and Security (2016) were enacted to resolve urgent matters stemming from the increased number of refugees who were assigned to be received in Berlin as of 2015.

2.2 The development process of the Comprehensive Programme

The *Fachkoordinierungskreis Gesamtkonzept Geflüchteter* (Special Refugee Comprehensive Programme Coordination Unit (FGG)) was the central body during the drafting phase of the Comprehensive Programme. All Senate administrations were involved in it via the division leaders (except for the Senate Department for the Environment, Transport and Climate Protection) as well as the districts. The Senate Commissioner for Integration and Migration was responsible for the coordination of the process for developing the Comprehensive Programme.

Organising a transparent, cooperation-based process was just as important to the Senate during the drafting of the Comprehensive Programme as establishing in advance mechanisms for monitoring the effectiveness of the measures within the concept (see Chapter G.3). In order to make the process participatory, refugees as well as representatives of the urban community were involved in the practical work on the concept alongside the Senate administration and the districts. The series "*Integration in Dialogue*" in particular fostered transparency and opportunities for cooperation. The Senate Commissioner for Integration and Migration held the series of events in eleven districts between September 2017 and April 2018. More than 1,500 Berlin residents, with and without a refugee background, took part. The results of the event are summarised on the Integration Commissioner's website¹².

The content was processed in the respective special task forces which included the leading administration and other technically affected Senate administrations, district

¹² Further information on the dialogue events can be found at the following link: <https://www.berlin.de/lb/intmig/integration-im-dialog/>.

representatives, employees of migrant organisations, representatives of volunteer initiatives and structures as well as of specialist associations, and a great many experts from unions, business and social partnerships, the regional administration of the Federal Employment Agency for Berlin-Brandenburg, and the chambers and non-governmental organisations. Refugees were also invited to some of the special task force meetings.

Nine central areas of action were identified for the drafting of the Comprehensive Programme. These correspond to thematically different areas and concern the pertinent aspects of the reception, care and integration of refugees. The areas of action were each processed by an independent special task force organised by the respective Senate administration with the most similar jurisdiction. The needs of women as well as vulnerable groups, such as LGBTI people, were considered as important cross-cutting issues throughout the following areas of action, with inclusion of the respective special administration.

The areas of action extensively described in Chapter D are:

Arriving and remaining (led by: Senate Department for the Interior and Sports),

Accommodation, housing and social issues (led by: Senate Department for Integration, Labour and Social Services),

Health (led by: Senate Department for Health, Care and Equality),

Children, youths and families and unaccompanied minor refugees, including schooling and preschool education as well as vocational training and preparation (led by: Senate Department for Education, Youth and Family),

Labour market integration, employment and education (led by: Senate Department for Integration, Labour and Social Services, Division for Labour and Vocational Education)

Higher education (led by: Senate Chancellery, Division for Science and Research),

Social integration, including culture and sports (led by: Senate Department for Urban Development and Housing),

Participation (led by: Senate Department for Integration, Labour and Social Services, Division for Integration),

Promotion of democracy, security and prevention of radicalisation (led by: Senate Department for the Interior and Sports).

The areas of action of special task forces 8 (Participation) and 9 (Promotion of democracy, security and prevention of radicalisation) are cross-departmental and cross-section topics of central importance. In addition to the areas of action, cross-section topics (vulnerable groups, anti-discrimination, religion and civil engagement) were defined and explained in the respective special task forces. Along with the needs of women this also includes the needs of vulnerable groups, such as LGBTI people.

2.3 Structure of the Comprehensive Programme

Following the presentation of the objective and framework of the Comprehensive Programme (section A), sections B and C contain information on the integration policy strategies of the district integration Commissioners as well as the Refugee Management Coordination Unit.

Section D covers the main guidelines with the nine areas of action listed above, as well as the Senate's specific objectives and approaches. The fundamental goals and current initial situation (Taking stock: The most important information in brief), including the current challenges and measures (State of implementation: What is being done), are also described. This is followed by a presentation of the solution approaches (Further need for action: The next steps). Sections E and F describe cross-departmental topics as well as cross-section

topics considered in all areas of action.

Section G explains the implementation of the Comprehensive Programme. This also includes a description of the future evaluation and development of the Comprehensive Programme through monitoring and scientific observation, the requirements for reporting and the supervising bodies as well as forms of participation by the urban community.

Finally, the financing of the measures of the Comprehensive Programme is described in section H.

The Senate Commissioner for Integration and Migration, in cooperation with the responsible Senate administrations, has summarised the results of the drafting process of the Comprehensive Programme in the work document "Administration work document for the Comprehensive Programme for the Integration and Participation of Refugees". The summarised presentation will be published. Attached to the work document is a comprehensive description of the measures for all areas of action. In coordination with the Senate administrations involved, the Senate Commissioner for Integration and Migration has also submitted an indicator set for the assessment of effectiveness. This indicator set shall be further developed in coordination with the other departments and serve as a basis for the regular reporting.

B The role of district integration officials in refugee policy

1. The change to integration policy in district offices due to the migration of refugees

The intensity of districts' integration work depends on the number of migrants in the districts' total population, and the workload varies among the districts.

With the new influx of refugees since 2014, integration work has become a top priority in all districts. District service offices, in particular social / youth / health offices, have been faced with high requirements. Their work was largely coordinated by the district integration Commissioners and administrative departments, who assisted them in creating or improving access to regular services for refugees. Framework structures for cross-departmental cooperation and district management meetings were created in all districts. Inter-district communication was also qualitatively further developed due to similar challenges in the integration of refugees.

In order to be able to perform these tasks, personnel resources especially had to be built up for, among other things, refugee coordination, integration management and volunteer coordination. Personnel and material resources were provided as part of the task force "*Growing City*"¹³, the Master Plan and the districts' own personnel planning.

The districts had already taken part in the Care and Integration Concept for People Seeking Asylum and Refugees (2015) as well as in the development of the Master Plan (2016), and were now included in all areas of action for the development of the Comprehensive Programme by the mayors council.

¹³ See www.parlament-berlin.de/adoss/17/UABez/vorgang/ubz17-0110.B-v.pdf

2. Funding of district projects through the Integration Fund

2.1 Most important information in brief

Senate resources are provided through the Integration Fund to fund projects at the district level. The priority here is the district-specific and needs-based reinforcement of structures that support the process of arrival as well as long-term integration processes in the social sphere. This includes the strengthening of the existing offers as well as better adjustment of the regulatory structures to suit the needs of refugees for purposes of intercultural opening. The measures should be directed toward all demographics of refugees, people who have been residing in the district for a longer period of time, and institutions who contribute to the integration and participation of refugees.

In terms of content the projects funded by the Integration Fund concern the following topics and areas of action: on-site meetings, education, language, qualification, mentoring, empowerment, housing, culture, health and sports. When selecting the district measures it is required that they are aligned with the aims of the Senate of Berlin and the focuses of the districts' integration policy. The Senate of Berlin provided the districts with six million euros in 2016 and twelve million euros in 2017 for the neighbourhood programme established in the Master Plan¹⁴. With these funds, approximately 450 measures have been implemented by the district specialty departments and external providers.

2.2 State of implementation: What is being done

The configuration of the content of the measures is largely left to the districts due to their varying needs. The districts welcome the great freedom afforded by the Senate for the project funding. The Senate Commissioner for Integration and Migration technically supervises the programme at the Senate level.

The role of the district integration Commissioner was strengthened by the Integration Fund. Their technical supervision of the allocation of resources and interdepartmental cooperation in the selection of projects often enhanced their function. The integration policy matters of the districts could be better pursued overall as a result.

Through the Integration Fund, social meeting and consultation offers have been established, the empowerment and professionalisation of volunteer initiatives and migrant organisations has been supported, and information and networks for neighbourhoods and refugees have been expanded. The district offices were supported in better tailoring their offers to the recipients. Refugees were also given the opportunity to access their own potential for participation.

The Senate and the districts feel that the following measures are especially prudent:

Activities that result in low-threshold meetings in the immediate neighbourhood.

Projects that empower new migrants as multipliers.

Measures that cover the need for assistance in social and linguistic integration, and form a bridge to the regulatory structures.

Specialty consultation offers, in particular in the fields of accommodation, living, working and health care.

Measures that entail visiting work and an introduction to consultation offices in the social sphere. These are becoming ever more important due to the increased accommodations in

¹⁴ Masterplan Integration und Sicherheit (2016), p. 84, lines 28 – 31.

hostels, flats or community accommodations without social work assistance. Projects that link full-time and volunteer structures closer together. This should counteract a decrease in engagement and create synergy.

2.3 Further need for action: The next steps

The Integration Fund shall continue. The districts have a total of 9.2 million euros each at their disposal for the years 2018 and 2019.

Around two-thirds of the measures (299 of 450 projects) should be further implemented with these funds in accordance with priority.

Through targeted project funding the Integration Fund will help expand or construct important structures, and realise innovative solution approaches, some with citywide importance, for problem areas such as assisting refugees in finding housing.

C Responsibilities and role of the Refugee Management Coordination Unit

1. The function of the Refugee Management Coordination Unit

The Refugee Management Coordination Unit is an administrative office of the Senator for Integration, Labour and Social Matters. It was established in October 2017 to coordinate the responsibilities of refugee management in the government of Berlin by the end of the legislative period in the year 2021 in an interdepartmental manner across the spectrum of issues.

The Refugee Management Coordination Unit and the responsible departments monitor and support the interdepartmental and cross-topic communication of the *Landesamt für Flüchtlingsangelegenheiten* (State Office for Refugee Affairs (LAF)), under development since 2016, with figures from Berlin's refugee management. Furthermore the Coordination Unit is involved in the development of strategic solution suggestions, in particular with regard to the accommodation of refugees.

2. State of implementation: What is being done

2.1 Communication and networking at the state and district level

The Coordination Unit relieves the workload for the State Office for Refugee Affairs (LAF) in terms of outward communication and the networking of the most important actors in networking for the integration and participation of refugees in Berlin, until the structural establishment of the LAF is complete. The Coordination Unit convenes specialty administrations at the state and district level, urban community, volunteer initiatives, NGOs and contract partners, with inclusion of the LAF.

2.2 Further need for action: The next steps

In its interdepartmental function the Coordination Unit plays an active role in strategic projects such as the establishment of an independent complaint centre, the development of quality standards for refugee accommodations, and the establishment of a round table

"Alternatives to the Public Accommodation of Refugees".¹⁵ The round table was created by the Senate Department for Integration, Labour and Social Services together with the Senate Department for Urban Development and Housing in order to develop strategies for swift access to rental accommodation for refugees. The results of the round table should be incorporated into the concepts and measures for improving refugee access to the housing sector.

In order to sustainably improve the living conditions of people in LAF accommodations, a transparent quality and complaint management system will be further developed with all parties involved so that it can be established with the LAF in the current types of housing. In particular this includes the continued development of quality standards. All Senate- and district-level actors involved in the care and accommodation of refugees, civil society representatives, associations and contract parties of the State Office for Refugee Affairs will be involved.

With the "Expert Talk", the Refugee Management Coordination Unit has also established a successful format in which refugees' perspectives on a variety of topics are given priority. Furthermore, the Coordination Unit supports the LAF in the continued development of location concepts and is actively involved in the early networking and incorporation of Senate- and district-level actors involved in the preparation and opening of locations, as well as the imparting of information to residents and the urban community.

Art and cultural resources are key to the success of integration and participation, and there are many examples of this in Berlin. That is why in 2019 the Coordination Unit is planning a diverse range of exhibitions with refugee artists.

¹⁵ See Chapter D, Area of action 2 "Accommodation, housing and social matters".

D Areas of action

The following nine areas of action each correspond to one demarcated area of policy, and were developed by a special task force led by the respectively responsible Senate administration. Topics have been individually handled jointly by multiple special task forces due to overlap. Furthermore, the aforementioned cross-cutting issues have been considered in all areas of action. The aim was to get as many different parties active in the respective fields as possible to engage in discussion in order to jointly form an opinion and a critical balance, and to develop durable solutions.

Area of action 1: Arriving and remaining

Leadership of the special task force: Senate Department for the Interior and Sports

The manner in which refugees are received and how an initial orientation of their processes occurs determine the remainder of the arrival process and integration in Berlin. This concerns their registration, the explanation of their rights and obligations throughout the rest of the asylum process, and access to consultation services.

1.1 Most important information in brief

The objective of the Senate of Berlin is to further improve the arrival phase for refugees and to optimise the procedure structures and customer orientation in the official migration offices – i.e. the Foreigners Registration Office Berlin, LAF, Berlin Arrival Centre of BAMF and the Berlin office of BAMF. Waiting and processing periods should be shorter. Another goal is to improve and expand the state and non-governmental consultation structures for refugees in Berlin and cooperation from the Welcome Center Berlin, the Senate Integration Commissioner's consultation offices for migrants, and in the Foreigners Registration Office with the non-governmental organisations in the area of migration consultation. The consultation services should be more easily accessible to refugees, be oriented toward their needs, and facilitate participation.¹⁶ Voluntary return is also supported.

1.2 State of implementation: What is being done

1.2.1 Optimisation of consultation structures for refugees in Berlin

1.2.1.1 Most important information in brief

For many refugees and migrants seeking consultation, the Welcome Center Berlin¹⁷ in the office of the Senate Integration and Migration Commissioner and the consultation centre in the Foreigners Registration Office operated by non-governmental organisations are important points of contact during the arrival phase. The close cooperation with the legal and social consultation office of the Berlin Integration Commissioner and the Foreigners Registration Office facilitates comprehensive consultation in the areas of residence and social law, as well as access to education and the labour market. This is also reflected in the

¹⁶ For an overview of the consultation services for refugees provided by the informational packet for refugees from the Senate Integration Commissioner, see: www.berlin.de/lb/intmig/veroeffentlichungen/gefluechtete

¹⁷ <https://www.berlin.de/willkommenszentrum/>

constantly growing number of people seeking consultation. The Senate of Berlin currently also supports ten non-governmental providers of asylum process and migration consultation.

1.2.1.2 Further need for action: The next steps

The Senate of Berlin supports all consultation services, in particular those offered by the Integration Commissioner, especially concerning the right to stabilisation of residency and social law. The goal here is to create more consultation capacity for people seeking consultation. In the future these consultation services should be increasingly referred to in Berlin migration offices. The information packet for refugees, available in nine languages, will be regularly updated, become more well-known, and be made more accessible.

1.2.2 Optimisation of process structures and customer orientation at Berlin migration offices

The waiting and processing times at the Berlin migration offices have become much shorter compared to 2015/16. The goal of the Senate of Berlin, however, is to further improve the procedures and customer orientation through individual measures.

1.2.2.1 Most important information in brief

Complaint management in the Berlin migration offices as well as process structures and duration of procedures should be improved.

1.2.2.2 State of implementation: What is being done

The special task force has worked intensively on creating possible ways to improve process structures and customer orientation in the Berlin migration offices, the issuing of waiting numbers through an external security service in the Foreigners Registration Office and the duration of waiting periods, including for the processing of residence permits and employment permits as well as the expansion of a more comprehensive complaint management system for refugees in the form of independent providers.

1.2.2.3 Further need for action: The next steps

In the reception halls of the State Office for Refugee Affairs and the arrival centre jointly operated with the BAMF, posters will more clearly state that all applicants can make an appointment with the social service of the State Office for Refugee Affairs at any time. Efficient and optimally prompt processing of residence permits should be achieved in cases in which agreement from the Federal Employment Agency is legally arranged. The process structures between the Foreigners Registration Office of Berlin and the responsible regional Federal Employment Agency offices will be further strengthened. Consultation services by the Federal Employment Agency in the arrival centre will continuously be updated and improved.

The Senate of Berlin will suggest to the Federal Office for Migration and Refugees (BAMF) the establishment of independent complaint offices for applicants in the Berlin office of the BAMF.

The Senate Department for the Interior and Sports intends to subject the issuance of waiting

numbers at the Foreigners Registration Office of Berlin before business hours to a regular assessment by an external security service as part of a pilot project.

1.2.3 Expanded support for vulnerable refugees

1.2.3.1 Most important information in brief

So that the needs of vulnerable refugees can be individually met during the arrival period, with regard to the identification of vulnerability there will be a differentiation between visible need of protection (such as physical disability, minor status or advanced pregnancy) and less apparent need of protection (such as trauma, violence, mental disability or being LGBTI). Vulnerable refugees for less apparent reasons should also be recognised early on in the process in order to grant them needs-based support during the asylum process. Process consultation appropriate for their need for protection will also be provided regardless of whether the affected person is undergoing accelerated processing.

1.2.3.2 State of implementation: What is being done

The expansion of the consultation infrastructure in Berlin has a positive impact on vulnerable groups. The State Office for Refugee Affairs and the BAMF have established service numbers all about matters concerning vulnerable groups. At the Berlin Foreigners Registration Office there have been contacts for victims of domestic violence since 2010¹⁸. Vulnerable refugees can also turn to the special department head of the Foreigners Registration Office to receive an appointment outside of normal business hours. The function of specially trained decision makers at the BAMF who, among other things, hold consultations for specific vulnerable groups will be supported.

1.2.3.3 Further need for action: The next steps

The Berlin migration offices are creating an approach for the sensitive treatment of vulnerable refugees. Vulnerable groups in particular require consultation from specially trained personnel and accompaniment to the asylum hearing. LGBTI refugees, traumatised women or women who have suffered violence, for example, face the dilemma of having to open themselves up to an unusual and less sensitised environment immediately after their arrival. However, consultation services can be utilised within three days between registration and the hearing for the asylum application. The Senate of Berlin also recognises the need of an independent asylum process consultation before the hearing for all asylum seekers. The Senate Department for Integration, Labour and Social Services will approach the BAMF with the request to extend direct proceedings in Berlin to a process duration of a total of seven days, provided this does not affect security requirements. In past years the BAMF has increasingly focused on training special officers. Since then numerous decision makers have functioned as special officers and, as they have been for a long time, are used for processing vulnerable refugees. This shall ensure that vulnerable persons are also recognised as such in direct proceedings and that their needs are sufficiently considered. Furthermore, the Senate will suggest to the BAMF to disclose, in the event of disrupted direct proceedings, that vulnerability was recognised and was the basis for the disruption of the process.

¹⁸ In relation to the assertion of a claim to a residence permit pursuant to § 31 para. 2 AufenthG.

The guideline for identifying vulnerable persons, the creation of which will be cross-governmental, will first be employed in the LAF in order to more quickly identify vulnerable persons. At the consultation centre in the Berlin Foreigners Registration Office there is the option of external consultation for refugees with special needs. The leadership and employees in the housing units will continue to be trained in how to work with LGBTI people and women affected by violence.

1.2.4 Improving cooperation between non-governmental consultation services and immigration authorities as well as self-organisations of migrants

1.2.4.1 Most important information in brief

Cooperation between non-governmental consultation offices and immigration authorities as well as self-organisations of migrants should continue to be strengthened and improved. The Senate advocates external consultation offices advising refugees in all forms of accommodation or informing them of their consultation activities.

1.2.4.2 State of implementation: What is being done

There is good cooperation between the consultation offices of the Berlin Senate administrations, the consultation offices funded by the State of Berlin and the BAMF. The organisational chart and contact data of managers in the Berlin Foreigners Registration Office can be found on their website to improve communication and cooperation. Furthermore, all written complaints are processed and answered at the upper management level of the Foreigners Registration Office.

1.2.4.3 Further need for action: The next steps

One important factor for successful cooperation is how immigration authorities work with recommendations from non-governmental consultation offices with regard to improved customer orientation. The representatives of the Berlin immigration authorities will continue to accept recommendations and proposals from non-governmental consultation offices, and implement them under consideration of the legal parameters, available resources and practicality. The Berlin Foreigners Registration Office will expand and further stabilise communication with non-governmental organisations such as the League for Free Social Welfare, the Republican Attorneys Association, the Turkish Federation and others that has been in place for years.

1.2.5 Promoting voluntary return

1.2.5.1 Most important information in brief

The Senate of Berlin prioritises the voluntary return of individuals obligated to leave the country to their country of origin over compulsory deportations. Refugees subject to enforceable obligation to leave and those willing to leave voluntarily shall be supported in the realisation of their objectives. Appropriate and comprehensive return consultation will be considered a major aspect of promoting voluntary return.

1.2.5.2 State of implementation: What is being done

Refugees who intend to leave voluntarily receive comprehensive information and support from the LAF, the Foreigners Registration Office and the consultation office of the International Organization for Migration (IOM). People interested in returning to their country of origin may apply for financial assistance at the LAF, and to a limited extent at the IOM consultation office. As needed, people seeking consultation may be referred to other consultation offices in order to provide return consultation as well as other assistance. At the national level the State of Berlin will work with the cooperative network "IntegPlan", and thus expects an improved exchange of information¹⁹. The goal of the "IntegPlan" network is to improve the quality of return consultation and to create structures for humane return that open prospects for living in the country of origin.

Berlin is also involved in the project URA ("Bridge")²⁰, which offers extensive consultation services and sustainable resettlement measures for people returning to Kosovo. The provision of psycho-social care in particular differentiates URA from other return concepts, which are limited to material or financial services.

The number of voluntary departures in Berlin is decreasing: in 2017 the number of voluntary departures sank from 9,601 in 2016 to 3,629. 1,281 voluntary departures were recorded in the first half of 2018.

1.2.5.3 Further need for action: The next steps

The Senate Department for Integration, Labour and Social Services will introduce systematic monitoring of the existing reintegration programme and take or further develop concrete "best practice" measures. The Senate of Berlin will also request that the federal government finance monitoring programmes or at least become intensively involved in them. Partners familiar with the regional circumstances, such as the UNHCR (United Nations High Commissioner for Refugees) or the International Organization for Migration should be recruited to conduct on-site monitoring.

The Senate Department for Integration, Labour and Social Services is developing a state programme for voluntary return with the objective of increasing awareness of the current consultation services and to recruit new service providers for voluntary return aside from the immigration authorities of the State of Berlin.

Under the leadership of the Senate Department for Integration, Labour and Social Services a state programme for voluntary return will be developed. The programme shall be based on two pillars, namely (firstly) the optimisation of the consultation landscape via better networking of the actors and public work in order to increase awareness of the available consultation services and recruit new service providers for voluntary return consultation aside from the immigration authorities of the State of Berlin, and (secondly) the provision of additional services from state funds not offered in a current return programme, primarily in order to improve living prospects in the destination country. Furthermore, it will be assessed whether possibilities for integrating people seeking consultation in the country of origin can be strengthened through corresponding support through the state programme. The Senate

¹⁹ IntegPlan is a cooperative network of various providers and states, funded by the Asylum, Migration and Integration Fund (AMIF) and the programme "Perspektive Heimat" by the *Bundesministerium für wirtschaftliche Entwicklung und Zusammenarbeit* (Federal Ministry of Economic Cooperation and Development; BMZ). Further information can be found at: www.integplan.de.

²⁰ The project "URA" is effective for one year.

Department for the Interior and Sports will be interdepartmentally involved in the development of the state programme. Synergy effects in the consultation for voluntary departure from various governmental and non-governmental offices will be the goal, such as during the submission of applications for return assistance.

If the URA project, limited to Kosovar refugees, includes structures for return assistance that exceed other concepts, Berlin will encourage analogous expansions of these concepts to cover other countries of origin.

1.2.6 Creating prospects for staying in Berlin

1.2.6.1 Most important information in brief

Persons legally allowed to reside in Germany in the long term should obtain greater prospects for remaining in Berlin.

1.2.6.2 State of implementation: What is being done

Refugees who are enforceably obligated to leave may contact the members of the Berlin Hardship Case Commission and seek issuance of a residence permit for cases of hardship pursuant to § 23a AufenthG. The legal prerequisite for an application is humanitarian or personal reasons that justify further presence in the Federal Republic of Germany. The process is regulated by the Berlin Hardship Case Commission.

1.2.6.3 Further need for action: The next steps

The Hardship Case Commission will be effectively and sustainably strengthened. The Hardship Case Commission Act will be adjusted to suit current legal changes and revised under consideration of the execution of hardship case proceedings. Among other things, it is regulated therein that negative decisions must be justified in writing to the member of the Hardship Case Commission with reference to the reasons of hardship presented.

Furthermore, with involvement of various associations and organisations, an expert commission on the procedural instructions of the Berlin Foreigners Registration Office will be established, the recommendations of which can contribute to an interpretation and application of residence law that is more lenient in matters of the right to remain.

Area of action 2: Accommodation, housing and social matters

Leadership of the special task force: Senate Department for Integration, Labour and Social Services

The Senate of Berlin is obligated to ensure the well-being of all residents. This especially applies to securing livelihood and reasonable living space. In the directives of governmental policy the Senate is committed to the provision of social living space and considers the prevention of homelessness and social alienation to be a key responsibility. With this Comprehensive Programme the Senate intends to strengthen a coexistence shaped by solidarity.

Depending on their residence status, asylum seekers and refugees who have completed their asylum process have a legal claim to various governmental services regulated in accordance with the provisions of the Asylum Seekers' Benefits Act (AsylbLG) or the Second or Twelfth Volume of the German Social Code (SGB II/XII). The objective is to configure

administrative processes in the provision of services such that the individual state of need is considered as well as possible on the basis of the existing federal regulations (2.1). This especially applies to vulnerable refugees.

The Senate of Berlin is planning to implement a citywide, social space-oriented capacity and allocation control for the entire range of accommodations for refugees and to continuously further develop quality assurance (2.2).

The Senate has agreed to expand control management in all refugee accommodations in Berlin, to implement a transparent, effective ombudsperson system and complaint system, and to create and further develop generally applicable quality standards.

The Senate of Berlin intends to effectively make housing available to refugees (2.4.).

2.1 Ensuring need-based care for refugees in the provision of services

2.1.1 Most important information in brief

The State Office for Refugee Affairs (LAF) is, among other things, responsible for the initial reception of asylum seekers, the provision of services in accordance with the AsylbLG during the duration of the asylum process, including accommodation in reception facilities and community housing, as well as coverage of rental expenses for a flat.

2.1.2 State of implementation: What is being done

At the LAF service location on Darwinstraße, all services concerning the security of livelihood, except for accommodations, are applied for and processed in accordance with the AsylbLG. There all applicants are allocated to a fixed processing team with whom personal contact is regularly possible during the monthly disbursement of cash payments.

2.1.3 Need for action: The next steps

At the LAF office on Darwinstraße the issuing of appointments should be improved, preliminary appointments made promptly, and waiting times for personal preliminary meetings shortened. This especially applies to refugee women in maternity protection and other refugees with special needs. An explanation of pertinent legal regulations, administrative procedures and the allocation of benefactors and residence status must be ensured. The effective cooperation with the centrally or decentrally responsible service authorities within the State of Berlin should be strengthened. This especially applies in the event of a transition between various service systems following a successfully completed asylum process (change of claim basis from AsylbLG to SGB II). This has not always been a smooth process in the past. The necessary language mediation should be provided, and existing non-governmental projects for better orientation of refugees in the assistance systems should continue. Non-governmental initiatives that offer assistance services for refugees should be involved in communication processes.

In order to facilitate needs-based care for vulnerable refugees, the identification of a special need for protection must be ensured. The employees of the authorities responsible for care must be sensitised to this. Furthermore, a substantiated assessment of whether individual reasons for hardship contradict allocation to another federal state must be performed promptly after arrival.

The Senate is working with all involved parties on a durable, citywide solution and implementation concept with regard to birth month regulation. However, to this end it

requires more durable data to facilitate a prognosis of the consequences that a transition to the residence locale principle advocated by the Senate with regard to integration policy would have.

2.2 Target group-oriented accommodation of refugees

2.2.1 Most important information in brief

The LAF manages around 30,000 spots in around 90 facilities (reception facilities (RF), community (CA) and emergency accommodations (EA)) allocated in all twelve city districts. The emergency accommodations are now nearly all closed²¹; the capacity of the community accommodations was increased to around 22,000 spots.

As the leading responsible authority the LAF must continuously acquire new locations and capacities for refugee accommodations in order to be able to accommodate newly arriving refugees in a manner compliant with quality and their residence status, as well as any needs for protection. Yet this task also poses a constantly great challenge for the LAF as well as for the other administrations involved at the state and district level against the backdrop of the densely populated urban area, the growing city of Berlin, and limited available, suitable spaces and real estate.

In light of the strained housing market and relatively poor access, refugees and other groups of people are threatened by homelessness. That is why on 17 July 2018 the Senate decided on the project order for the citywide monitoring of accommodation for the homeless (CMAH) with the goal of ensuring quality, needs-based accommodation of all people threatened by homelessness regardless of their nationality or residence permits. The measures included therein apply accordingly to refugees.

2.2.2 State of implementation: What is being done

The various target-demographic specific needs of refugees with regard to consultation, care and accompaniment are considered during allocation, in particular for those who are vulnerable. Furthermore, the renovation of the remaining emergency accommodations into further community accommodations with around 3,000 spots is currently in the planning phase. Through transparent issuing processes for the operation of refugee accommodations and regular monitoring by the LAF, there is constant quality assurance in place that will also be further implemented with regard to existing accommodations.

New refugee accommodations are primarily constructed in areas where there is suitable space or real estate that fulfils the legal requirements and facilitates economic operation. So far, minimum requirements such as an integration-friendly environment, e.g. through contact with residents during the selection of the location, have only played a secondary role.

The criteria by which a location is selected are often not communicated transparently. In many locations there is also a need for strengthening of the local infrastructure, integration-related needs and congruent needs of longer-term residents as well as refugees. This concerns sufficient schooling, child care and medical care. These needs are not currently sufficiently covered within the regulatory structure at all locations.

²¹ As of 1 August 2018, source: LAF statistics.

2.2.3 Need for action: The next steps

An internal administrative regulation should ensure that refugees can move into community accommodations or flats in which self-provision is possible as quickly as possible, in accordance with federal regulations and pending available capacities. The preparation of one's own meals is an important component of people's self-determination.

In the future allocation control shall be based on the various needs of refugees that depend on individual requirements, such as with regard to consultation and assistance services and other integration measures, provided the available accommodation capacities and infrastructure at the locations make this possible. Accommodation will thus be included in an integrative concept and controlled in a cross-district manner in the broader context relating to the social integration of refugees. In the future, the community accommodations should be differentiated by need for assistance (CA1 = high need of assistance, CA2 = medium need of assistance, CA3 = low need of assistance).

When selecting locations for newly planned, constructed and newly operated reception facilities or community accommodations, the districts should be involved early and extensively. Furthermore, integration-related factors that shape the individual profile of a possible location should serve as criteria when making a decision. This primarily applies to accommodations that are to house vulnerable groups or otherwise requiring special protection.

The LAF informs the districts of the locations as well as any available, guaranteed information and names contacts. The flow of information on changes, adjustments, planning and construction progress, and further need for coordination between the Senate and districts will be ensured via regular cooperation of the parties involved in the planning process.

Resident meetings will be organised and held to explain the decisions on the location selection in coordination with the districts. Regardless of this, the LAF, in cooperation with the operators and districts, invites interested parties to an open house for openings and new openings of accommodations. A cohesive process should be developed with the districts in order to be able to explain the planning processes, social space configuration and building project itself with the greatest group possible of interested parties.

For purposes of standard social care as well as through infrastructure services such as neighbourhood or intergenerational meeting areas and child day care centres that should be accessible to refugees as well as the neighbourhood, integration and participation should be possible for all.

In order to qualitatively and quantitatively improve resident participation, the approach of asking refugees about social factors relevant to them during the selection of accommodations should be expanded. The needs of refugees should be given greater consideration in the planning of moving or acquiring new accommodations. This also applies to rights of co-determination within the accommodations.

Further development of quality assurance for accommodations

2.2.4 Most important information in brief

The operators of the reception and community facilities perform a variety of tasks at the order of the LAF; these include social and child care services, the coordination of volunteers and caring for the neighbourhood environment. These responsibilities require a reasonable staff who should be qualitatively oriented toward the needs of the refugees living there, as

well as in regard to the staffing ratio. This also includes sensitivity measures for the employees of security services and other service providers working with vulnerable refugees living in the accommodations.

2.2.5 State of implementation: What is being done

In order to ensure humane and needs-based accommodation with consistent state standards in all community accommodations, the quality requirements for contracted accommodations have continuously been developed since the founding of the LAF on 1 August 2016, such as through the formulation of requirements for concepts preventing violence. The staff ratios of the respective types of accommodation were also adapted in accordance with the insight from administrative practice.

The staffing measures already taken, such as the obligatory submission of a personnel development concept by the operators or intercultural competence as a component of service descriptions, will be consistently continued. The staff ratios CA 1 to CA 2 are already flexibly configured for usage in social and child care in order to be able to cover any fluctuations in need.

2.2.6 Need for action: The next steps

Through suitable conceptual measures competent personnel should be recruited, fluctuation should decrease, and the training of personnel for matters such as child safety by the mobile child safety training team should be ensured.

The child care ratio must be adapted to the needs of the groups of people being accommodated.

The Senate aims to introduce an independent, effective, transparent and comprehensible complaint and control management system for residents and other actors to supplement the quality assurance of the LAF, and to expand this through participative elements. To this end target demographic-specific needs, such as those of children and adolescents, must be given due consideration.

2.3 Providing refugees with living space and improving access to the housing market

2.3.1 Most important information in brief

With regard to integration policy the Senate intends to grant refugees the quickest possible access to the housing market, thereby facilitating a self-determined life.

2.3.2 State of implementation: What is being done

In order to implement early, decentral accommodation, the Senate is also establishing modular accommodations (MA) at 25 locations in cooperation with the six state residential construction companies, which will be structurally oriented toward conventional rental flat construction and some of which will be placed on the Berlin housing market as rental housing following their usage as refugee accommodations.

Overall the volunteer, non-governmental and governmental consultation structure in the field of housing market access should become more expansive, transparent, well-known and easily accessible.

So far there is no cohesive consultation service for people seeking and obtaining housing: since January 2018 the LAF offers within its own technical jurisdiction individual and group

consultation on the rights and obligations of renters as well as lessors for refugees who receive assistance in accordance with the AsylbLG. Refugees with an established right to remain who have claims to services from SGB II and SGB XII must refer to the decentralised service authorities of the districts.

Refugees who experience individual discrimination while searching for a home can receive assistance from the Expert Panel against Discrimination in the Housing Market²² which provides anti-discrimination assistance in housing matters.

In order to ensure improved access to the Berlin housing market for refugees, it was agreed through the cooperation agreement with Berlin's state residential construction companies "Affordable Rent, Residence Construction and Provision of Social Residential Space" in August 2017 that 60 % of the flats available annually for re-leasing in the state residential construction companies' portfolios will be leased to WBS-qualified households (accommodation entitlement certificate) at no more than the common relative rent in the area. Of the aforementioned 60 % of flats available for re-lease, 25 % are leased to groups with special requirements who qualify. These include refugees, among others. This ensures that the rent charge of the respective household does not exceed 30 % of the net household income.

2.3.3 Need for action: The next steps

The Senate takes stock of the existing consultation and support structure for refugee access to the housing market and creates a concept on the expansion thereof in accordance with uniform quality criteria.

The municipal housing stock should be expanded to 400,000 flats by 2026. This will ensure that demographic groups who cannot sufficiently provide themselves with housing on their own, such as people with special care requirements and refugees, will have access to a sufficient stock of inexpensive housing in an increasingly compressed housing market. By 2021 the public housing stock should grow to around 360,000 flats due to the purchase of approximately 10,000 flats but primarily due to the new construction of approximately 30,000 flats. At least one half of the newly constructed state flats should be available to people with a WBS certificate.

Furthermore, existing instruments that should ease refugee access to the housing market, such as the cooperation contract "Flats for Refugees" are to be further developed, and new instruments such as the introduction of a general renter model should be assessed and established; legal leeway that serves this objective must consistently be used.

As part of the round table "Alternatives to the public accommodation of refugees", discussions will be held between the Senate Department for Urban Development and Housing and the Senate Department for Integration, Labour and Social Services, municipal and private residential construction companies, and the initiatives and organisations who work to provide housing for refugees, as well as other multipliers with inclusion of the Expert Panel against Discrimination in the Housing Market in order to develop practical and structural solutions for refugees' transition into the housing market. It will be assessed whether this instrument can permanently serve to network and link the administration and authorities with civil society.

Furthermore, refugees must be more effectively protected against unserious housing offers

²² Since 1 July 2017 this office has been located in the Senate Department for Justice, Consumer Protection and Anti-discrimination.

or criminal activities during the housing search. There is a need for regulations concerning such problem real estate at the district level.

One objective is the creation of an institutionalised platform for consolidating competences and strengthening cooperation between authorities and civil society. Interfaces should thus be optimised and synergy effects facilitated.

Area of action 3: Healthcare

Leadership of the special task force: Senate Department for Health, Care and Equality

Article 19 concerning medical care in EU Directive 2013/33/EU guarantees the right to medical care for all people who apply for international protection in an EU member state.

In Berlin, the administrative effort and health care for all refugees upon receipt of their registration by the LAF has drastically changed and improved since the implementation of the electronic health card in 2016. As long as refugees are undergoing the asylum process, the AsylbLG stipulates a sometimes limited claim to health care services during the first 15 months of their stay. No later than the issuance of a stable residence status do refugees receive the same claim to health care as the general insured population of Berlin.

However, ensuring that refugees and the existing range of health care services meet eye to eye remains a challenge. At the same time, prior experience with the care of thousands of refugees provides a wealth of competence and knowledge that advance this cultural opening of the Berlin health care system and overall can help ensure that people with a past as a refugee or migrant receive improved access to health care.

3.1 Most important information in brief

Between 2015 and 2017 it was an important goal of the Senate of Berlin to ensure basic medical care for more than 80,000 newly arrived asylum seekers²³. Refugees with a right to remain now should be integrated into the normal Berlin health care system. It is necessary to make the health care system accessible to refugees and to induce further intercultural opening of the health care system.

So far refugees do not make extensive use of the existing health care services due to, among other reasons, language barriers and a lack of knowledge about the German health care system as well as of the responsibilities and contacts among the providers. This affects the group of refugees not living in community accommodations in particular, and who are thus unable to refer to a social service for consultation.

For many refugees, the legal service transition from the AsylbLG to the Social Code (SGB) is a period of disorientation, as some claims to medical care change and other providers are responsible for financing.

For vulnerable refugees there are other specific barriers. For example, many have reservations against authorities and the health care system due to discrimination, criminal persecution and violence in their countries of origin. This also applies to mental disorders. Pregnant women also do not always have all of the information important to them, along with the aforementioned difficult access to specialists and midwives. Pregnancy and

²³ In 2016 and 2017 the "Framework Concept for the Medical Care of Refugees in the State of Berlin" was created to assist in the medical treatment of refugees. The resulting requirements for 2018 and 2019 are included in the budget and have thus been stabilised. Should there be continued need from contents of the medical care framework concept in 2020, this will be reported in the Comprehensive Programme for Integration and Participation. Decisions on potential financial needs due to the continuation of individual measures are to be made as part of the HPL schedule 2020/21 et seqq.

pregnancy conflict consultation centres are not sufficiently linguistically and interculturally sufficient for the new challenges.

3.2 State of implementation: What is being done

3.2.1 Linguistic and cultural mediation

In order to understand a diagnosis, follow medical advice or undergo psychological therapy, adequate linguistic mediation is of great significance. That is where there have been improvements in the area of linguistic mediation since 2015: the 2018 budget earmarks 1.6 million euros in funding for the interpreting association Communal Interpreting Service Berlin (GDD). The increased funds should chiefly support the public health care system. The quality standards for linguistic mediation in the socio-medical and medical area, currently being revised by the GDD, can serve as a standard in Berlin provided they include aspects such as "non-discriminatory language" and "continued training". The responsible Senate administration works to ensure that the GDD integrates these aspects in its continued training.

The Association of Statutory Health Insurance Physicians has authorised 32 psychological therapists with foreign language skills to treat asylum seekers. In individual cases the LAF or district social offices cover the expenses of linguistic and cultural mediation at the order of the attending physicians or psychological therapists. For vulnerable refugees the State of Berlin covers interpreting expenses for outpatient and inpatient care and recognised psychological therapy. Due to legal obstacles and very specific requirements, access to linguistic mediation during medical treatments – in particular in private practice – remains strict.

3.2.2 Bottlenecks in the health care system

Bottlenecks include long waiting times for specialist and paediatrician appointments, psychological therapy appointments, and a lack of midwives. In some cases this also corresponds to the experience of all Berliners. However, long waiting times also constitute an additional hurdle for refugees, especially if the legal basis for the service claim and responsibility for the service provision changes between the agreement of the appointment and handling of the residence status. The State of Berlin strives to remove these bottlenecks city-wide and across demographics. For example, the consultation staff ratio for pregnancy consultations was increased.

Med-points for family practitioner first aid of facility residents still in the asylum process have been installed in some large accommodations (at least 500 accommodation spots) for the temporary relief of the normal health care system. An assessment of the intercultural and linguistic competences present and obtained therein and transfer thereof into the normal medical system will be an objective as of 2019.

3.2.3 Access to the health care system

A variety of non-governmental and governmental consultation and reference (consultation) structures are already trying to simplify refugee access to the Berlin health care system: for example, through pilot projects like the district-organised PEER-to-PEER project, or the work of integration guides as well as multilingual flyers, brochures and newly developed apps for mobile end devices.

For vulnerable persons, staffing offices for low-threshold consultation and care are intermittently financed by the Integrated Health Programme as well as target demographic-specific projects by the Senate Department for Integration, Labour and Social Services including the family planning centre BALANCE, Lesbenberatung e.V. and the "Insel" for chronically ill children). The Berlin Network for Vulnerable Refugees (BNS) has since 2008 identified refugees with special health requirements during reception, assessed their individual needs pursuant to EU Directive 2013/33/EU, and advised refugees with regard to their care claims. It is a network group consisting of the following facilities: Zentrum ÜBERLEBEN gGmbH, XENION e.V., Berliner Zentrum für selbstbestimmtes Leben behinderter Menschen (BZSL), Kontakt- und Beratungsstelle für Flüchtlinge und MigrantInnen e.V. (KUB), KommMit – Für Migranten und Flüchtlinge e.V. (KommMit-BBZ), Fachstelle für erwachsene LSBTI Geflüchtete (Schwulenberatung gGmbH), AWO Kreisverband Berlin-Mitte e.V. Since early 2017 the network has been supported by the Berlin Integration and Migration Commissioner as well as by the State Unit for Equal Treatment – against Discrimination (LADS) of the Senate Department for Justice, Consumer Protection and Anti-discrimination.

3.2.4 Advanced education

On the topic of intercultural medicine, working with linguistic mediators, handling trauma and working with vulnerable refugees, but also for matters of asylum law, there is a great need for standardised, advanced education for a very diverse target group, from specialist medical personnel to security services in the accommodations.

In accordance with the strategy of strengthening the intercultural opening of the care system, the realisation of an advanced education platform for actors in the health system will be assessed.

With the advanced education on "health guides", refugees with prior professional experience in psycho-social professions will be conveyed into the psycho-social care system. This facilitates intercultural opening of the facilities and also makes it possible for participants to work in the occupation in which they have experience in the interim.

3.2.5 Psycho-social matters, psychiatry and addiction issues

In spite of progress the long asylum processes, the high allocation density and long periods spent in the accommodations, as well as hurdles in finding work and employment form an unfavourable framework for refugees' living situation, in particular for the processing of traumatic experience in the country of origin or during the journey out. This also applies to refugees who already suffered from psychological disorders in their countries of origin and who became refugees with these disorders. This situation contributes to the formation or manifestation of mental disorders and risky consumption of addictive substances.

In 2016, 24 full-time positions for specialists were created in the district contact and consultation offices to improve psycho-social care. These positions are geared toward refugees with psychological pressure and support the reacquisition of the extensive autonomy of the people seeking consultation in their new social structure. In 2016 the Charité opened a central psychiatric clearing centre of the LAF in order to perform a transitional diagnosis of mental disorders for refugees through low-threshold access requirements, regardless of their residence status, and to either treat them with a short-term intervention on site or to admit them to the normal psychiatric and psychotherapeutic care system. In the meantime the outpatient clinics of the psychiatric institutions in the

State of Berlin have increasingly adapted to accepting cases that require more than psychiatric or psychotherapeutic treatment. Together with established psychiatrists and psychological therapists they admit patients in need of treatment. The State of Berlin has increased the financial support for a highly specific service for people with complex trauma who cannot be provided normal treatment. This is provided by XENION e.V. and the centre ÜBERLEBEN gGmbH. With regard to addiction the Senate of Berlin has taken addiction prevention measures and promoted an inter-regional pilot project for the consultation and conveyance of refugees with addiction problems.

3.3 Need for action: The next steps

The objective is a situation in which the aforementioned obstacles can be minimised to the extent that refugees provided for by the health insurance companies as well as insured refugees, or people with a claim to analogous services as per § 2 para. 1 AsylbLG receive the same health care as the rest of the insured population of Berlin. The target group would be empowered to act as mature and responsible patients in the health care system.

Furthermore, the health care system would be capable of ensuring refugees their legal claim to medical care more quickly and comprehensively than they currently are when receiving services as per AsylbLG.

Until the regular health care system is sufficiently capable, ensuring the legal obligation through preliminary continuation of the measures described in the medical framework concept remains necessary. This includes, for example, continuation of the med-points until 31 December 2018 under consideration of the special medical needs of vulnerable refugees, care for pregnant women and women who have recently given birth in accommodations, or a comprehensive vaccination service primarily for refugees whose status has not changed. The intensive effect on the self-managed regular system and association of statutory health care physicians / approval committee is also required with regard to what the LAF believes to be their still largely unexecuted care responsibility.

The Senate of Berlin is committed to transferring temporary parallel structures for refugee care into the normal health care system.

Graduates of the health guides advanced education programme should be able to obtain health care professions in the future more easily so that they can work toward intercultural opening as regular staff. Meetings with training providers and the Federal Employment Agency are planned to this end.

Health guides in the state framework programme offer references to consultation offices. Their basic qualification will be expanded by a module on health care structures in order to improve clients' access to the health care system.

The Senate Department for Health, Care and Equality works to optimise the service right to psychological therapy in patients' native languages and to strive toward an improved solution with regard to linguistic mediation. Because this concerns federal law, it will be coordinated with the special administrations of other federal states.

In order to provide linguistic mediation for severe illnesses the LAF is planning to employ "internet-based video interpreting". For that reason the LAF is implementing the model video interpreting project Video Interpreting in the health offices of Lichtenberg, Marzahn-Hellersdorf and Treptow-Köpenick.

Despite refugees' great need for psychological therapy, not all of the available capacities for authorised psychological therapists have been exhausted. The Senate Department for Health, Care and Equality will seek to speak with the Association of Statutory Health

Insurance Physicians Berlin to better coordinate supply and demand in this area. In order to meet the high demand for psycho-social consultation, conveyance into the normal psychiatric assistance system, and low-threshold employment, all twelve of Berlin's districts will initially receive additional funding for two years throughout 2018 in order to finance an alcohol and medication consultation office as well as a sub-office in psychiatric additional earnings for refugees and to strengthen the area of community mental health. The primary goal is the integration of those who need help into the existing normal system (SGB XII) and the facilitation of social participation.

Area of action 4: Children, adolescents, families and unaccompanied minor refugees, including preschool education as well as vocational orientation and preparation

Leadership of the special task force: Senate Department for Education, Youth and Family

Children's welfare must be the top priority in all decisions concerning children and adolescents. The UN Convention on the Rights of the Child as well as offers and services of SGB VII must apply equally to all children and adolescents in Germany and be implemented regardless of their prospects for staying.

Refugee children's, adolescents', adults' and families' access to all formal and non-formal education offers is a major requirement for successful integration. One central goal of the Senate of Berlin is thus to facilitate participation in education offers from the very beginning for purposes of a cohesive understanding of education.

The acquisition of the German language plays an important role in the integration process. That is why all refugees should be given the opportunity to acquire the language regardless of age.

Offers and measures in (pre-)school and extracurricular education, as well as children's and youth assistance, always serve the respective specific objectives as well as the imparting of democratic plural values, familiarisation with social structures, and dialogue.

After measures primarily concerning initial accommodation and care were implemented in 2016, supportive accompaniment of the transition into normal offers is increasingly becoming a priority. Longer-term offers must also be promoted in the extracurricular sphere in order to give young people access to the normal structures.

In Berlin there is a variety of highly engaged free providers of children's and youth assistance who are successfully involved in pedagogical work with refugees. The exchange of knowledge between the actors and systematic networking of offers must continue to be developed in the future in order to make better use of synergies.

In order to inform young refugees and families of existing offers as well as possible, target group-oriented conveyance of information is required via, among other things, social media, as well as in other languages and in simple language. Intercultural opening, the promotion of multilingualism in the normal system, and support of the transfer of good practice are other elements in the Senate's action strategy for the integration and participation of refugees in departmental political responsibility with regard to education, youth and family.

Below is an overview of the central objectives and measures.

4.1 Ensuring early childhood education

4.1.1 Most important information in brief

Every child and every family with a refugee past has the opportunity and receives needs-based support to be able to utilise early childhood education services. Increasing their rate of participation in the normal child (day) care system is thus a central education and family policy objective.

4.1.2 State of implementation: What is being done

Along with the swift expansion of day cares and the acquisition of pedagogical professionals, drawing families with a refugee past toward the child day care system is an important goal of the Senate.

That is why "bridging services" are provided to refugee families in Berlin. With these, families from refugee accommodations have been assisted with the "springboard services" since autumn 2016. These services prepare children for regular child day care and help with the transition into the normal system.

Since 2017 the project Berlin Model Day Cares has helped transfer good practice through a "practice informs practice" approach, with a consultation service.²⁴

4.1.3 Need for action: The next steps

It remains a primary objective of the Senate that children with a refugee past are integrated into the normal child day care system. The Senate thus feels it is necessary to establish another bridging service with reliable standards in addition to the present, low-threshold measures for refugee children of preschool age. The bridging service Early Education On Site (FBO) commenced in June 2018. FBO is a voucher-financed half-day service and complies with the pedagogical and staffing standards of child day care in Berlin. The timely transition of children into child day care remains the primary goal, and should occur within one year. This care service can be located in community accommodations or suitable nearby spaces, such as in neighbourhood and family centres or in parishes.

The Senate will provide language mediation in the future, especially in the area of child day care and family care, including via app, video and audio data, with usage of the resources already available in the budget plan. The participation of refugee parents should thus also be promoted.

4.2 Protection of children and adolescents, including unaccompanied minor refugees

4.2a Protection of children and adolescents in refugee accommodations

4.2a.1 Most important information in brief

The goal of the Senate is that children with a refugee past receive the necessary care and are comprehensively protected against danger. Child safety is a cross-sectional issue and covers preventive and reactive protection of children. The purpose of preventive child protection is to use preventive services and measures to prevent situations that endanger children and

²⁴ The practical recommendation "*Kultursensible Kita-Pädagogik*" ("culturally sensitive child care education"), among others, was created in cooperation with the Evangelische Hochschule Berlin.

adolescents from occurring in the first place. Reactive child protection covers the role of guardianship being performed by the youth welfare offices, as well as the protection of children against presumed or actual child endangerment. Child protection in the refugee accommodations should be bindingly implemented. Furthermore, children should be strengthened in their own ability to act.

4.2a.2 State of implementation: What is being done

In order to protect children and adolescents living in accommodations from (sexual) violence and attacks, interdepartmentally coordinated and binding protection standards are a binding component of the newly written LAF operator contracts for accommodations. The LAF is responsible for implementation and monitoring.

These protection standards cover safe spaces for children, safe spaces for women, pregnant women and young mothers, binding staffing standards²⁵ and a binding safety concept for the procedure in the event of suspicion of endangerment of child welfare with processes for all types of child endangerment.²⁶ The operators must also ensure complaint management for children and adolescents. Neutral, independent (especially from the operator) complaint centres will be established that the children, adolescents and employees can contact during regular hours.

4.2a.3 Need for action: The next steps

In order to ensure comprehensive child protection, all operators of facilities for refugees must be obligated to adhere to the binding child protection standards and to participate in the training provided by the "Mobile Child Protection Training Team" active since 2018. The training team's task is to qualify and sensitise full-time employees of Berlin refugee accommodations, including security personnel, on the topic of child protection. A guideline for a uniform, Berlin-wide child protection process will also be developed to assist the employees.

Furthermore, the empowerment of children and adolescents in refugee accommodations on matters of child protection and child rights should be strengthened. The respective project is conducted in coordination with the Mobile Child Protection Training Team. Parents and other legal guardians are also involved in the project: further development into a peer-to-peer approach is planned for 2019.

4.2b Protection and support for unaccompanied minor refugees

4.2b.1 Most important information in brief

Unaccompanied minor refugees receive protection and support, regardless of the number of people received. The State Youth Welfare Office is authorised and obligated as per § 42a and § 42 SGB VIII, respectively, to shelter an unaccompanied minor. To this end the State Youth Welfare Office works closely with recognised free youth welfare service providers.

²⁵ The basic prerequisite for working on accommodations is the submission of an extended background check as per § 30a para. 1 BZRG (§ 72a para. 1, 2, 4, 5), applicable to all employees, service providers including facility management and security companies of the operating companies, and any temp agencies and volunteers.

²⁶ This includes physical abuse, neglect, emotional abuse and sexual abuse.

4.2b.2 State of implementation: What is being done

In 2016 and 2017 all of the procedural residue stemming from the increase in reception numbers starting in mid-2015 was depleted. The entire system could be consolidated as a result, and the procedures could be secured in the normal system starting in mid-2017. A structured intake and clearing process (initial meeting, pre-clearing, clearing) is performed during emergency removal to ensure children's rights, and for this process defined standards are adhered to and the special protection needs of traumatised children, minors with disabilities, and LGBTI children are considered. The goal of the clearing process is an inspection of the socio-pedagogical need for assistance.

4.2b.3 Need for action: The next steps

The Senate feels it is required that available, needs-based services be used in cooperation between the Senate administration and the district youth welfare offices and associations, and be further developed as necessary. The presence of various living types with various levels of care for adolescents 15 years old and above, and young adults. Furthermore, the Senate assesses the acquisition of special residential groups furnished as needed for 18- to 21-year-old young adults. In order to provide sufficient space capacity as needed in the future, the construction and operation of flexibly usable youth assistance facilities will be inspected in addition to the normal facilities.

To ensure the needs-based transition into subsequent accommodation in special-needs cases, the establishment of special transition management should be assessed by the district youth welfare offices. If necessary, advanced training measures for language mediators for unaccompanied minor refugees to ensure language mediation quality should be offered in accordance with the available resources. The necessity of the creation and expansion of a residence policy- and asylum-based consultation service for unaccompanied minor refugees and adolescents by external, independent parties will also be assessed by the Senate.

4.3 Youth work and youth social work for children and adolescents with a refugee past

4.3a Youth work

4.3a.1 Most important information in brief

The development of young refugees will be supported in that they receive access to youth work and youth social work services and can learn self-efficacy as a result.

The services should promote participation and involvement of refugee children and adolescents, strengthen social cohesion and counteract alienation. Over 400 children's and youth recreational facilities, 33 youth associations funded by the State of Berlin, numerous children's and youth involvement projects at the district and state level, seven youth education centres and various mobile youth work projects offer young people numerous services with pedagogically supervised and encouraged opportunity structures for non-formal and informal education outside of the family, school or education that children and adolescents can use voluntarily and regardless of residence status²⁷. Furthermore, youth work facilities play an important role as a bridge to assistance services, such as youth assistance.

²⁷ See § 6 AG KJHG – *Gesetz zur Neuordnung des Kinder- und Jugendhilferechts.*

4.3a.2 State of implementation: What is being done

The integrative and inclusive possibilities of youth work and youth associations are supplemented and supported by additional measures geared toward children, adolescents and young adults with a refugee past. In particular this includes services of public work, athletic work and youth work at schools as well as cultural children and youth work, frequently with the accommodation environment as a sphere of influence.

4.3a.3 Need for action: The next steps

In order to support children and adolescents with a refugee past, they should be consistently connected to the available youth work services (e.g. children's and youth recreational centres, mobile youth work), youth associations and youth educational facilities, as well as cultural children's and youth educational projects. With the planned Promotion of Youth Act the Senate also wishes to further strengthen these youth work services and assist the districts in further developing their structures for children and youth involvement. Furthermore, informational platforms should be used for contemporary needs-based and target group-oriented communication.

4.3b Youth social work

4.3b.1 Most important information in brief

Youth social work²⁸ takes place between youth work, education, labour market and social policy. Its range of services includes individual social, education and vocational education assistance.

The goal of youth vocational assistance for young refugees as part of youth social work is the acquisition of life and occupational prospects in order to facilitate sustainable social integration and a successful transition into the education and labour market for this target group.

²⁸ Youth social work (YSW) is the service area of youth work that aims to achieve professional, academic and social integration of young people and their participation in social life. Target groups are socially disadvantaged and individually impaired young people up to 27 years of age who rely significantly on socio-pedagogical assistance and support. This also includes young people with a migrant or refugee past. The public youth assistance providers are objectively responsible for provision as per § 13 SGB VIII. They assign external providers with the rendering thereof across Berlin.

4.3b.2 State of implementation: What is being done

The current integrative and inclusive possibilities of youth social work are supported by numerous measures. These include, but are not limited to, mobile street and youth social work, transcultural visiting addiction social work, integrative sports-oriented activities, and primary-preventive sports-oriented projects in welcome classes. The State Programme for Youth Social Work at Berlin Schools for young refugees as well as youth migration services and open and demographic-specific mobile and visiting youth social work projects are also strengthened. The primary focus lies on compensating for social disadvantages and individual impairment. Young refugees with multiple problem situations for whom the available offers are no longer "enough" pose a special challenge for youth social work.

4.3b.3 Need for action: The next steps

The Senate feels it is important that the supported youth social work offers be continued with the budget resources available, as they make a significant contribution to the integration and participation of young people, including those who are difficult to reach. The measures for young refugees should also be linked to the already existing youth social work offers in the future, and should be more heavily adapted to this target group (e.g. other language requirements, uncertain prospects for staying, lack of knowledge of training routes or the imparting of legal information or constitutional procedures, common standards and values, and the local understanding of gender roles). Furthermore, along with the assessment and potential modification of the offered measures as per § 13 para. 2 SGB VIII, the development of accompanying types of living as per § 13 para. 3 SGB VIII is also planned.

Interlinked, interdepartmental action with, among others, youth assistance, education, employment, living is a prerequisite for successful demographic- and vocation-oriented youth social work with young refugees.

4.4 Promoting and strengthening families

4.4.1 Most important information in brief

Families with a refugee past receive low-threshold access to consultation, accompaniment, support and meeting offers, regardless of their family situation.

The strengthening and support of the entire spectrum of families is a central task. Low-threshold, accessible offers for family education and consultation, family accompaniment, family recreation and relaxation are available to all families.

4.4.2 State of implementation: What is being done

The integration of refugee families into Berlin's city-wide family support is already manifold. The 42 state-funded family centres play a special role. Their offers are low-threshold, intercultural and are aimed toward all families regardless of their situation. Their task is to strengthen the potential and parenting skills of parents, in particular for families with a migration and/or refugee background.

One district mother has been stationed in each of twelve family centres since June 2018 as part of a model project.

The interdisciplinary, visiting offer of the parenting and family consultation centres in refugee accommodations is in high demand all across Berlin. The consultation offices make an important contribution to preventing individual and familial problems and resolution with regard to the legal and aid framework for parents and families.

The visiting parental assistance geared toward pregnant women and expecting parents in precarious living situations is offered in all of Berlin's districts, and in refugee accommodations it increasingly offers support for young parents or mothers in applying for financial assistance, alongside its regular tasks.

The Senate funds six sponsorship projects and supports the Refugee Sponsorship Committee in the development of suitable strategies for acquiring volunteer sponsors in order to strengthen sponsorship work.

4.4.3 Need for action: The next steps

In order to be able to permanently integrate families into the existing structures that support families on site, the described measures will be continued within the bounds of the estimated budget.

The family centres from the Berlin State Programme will continue to be of special significance. The model project City District Mothers in Twelve Family Centres is a component of the visiting work. Approaches for the involvement of refugee families in the family centres and other family support and education facilities should be further developed and stabilised in the future.

The Senate is prospectively assessing the pooling of finances for the visiting parenting consultation and visiting parental assistance, which have proven to be important supportive and preventive measures for refugee families.

4.5 Advanced education and training of pedagogical professionals

4.5a Advanced education

4.5a.1 Most important information in brief

Pedagogical professionals in children's and youth assistance are further educated and supervised in pedagogical, social and legal topics pertinent to working with refugees. The advanced education plan by the Socio-Pedagogical Advanced Education Institute Berlin-Brandenburg (SFBB) is based on the Senate's objective of accompanying and supporting the integration and participation of refugees.

4.5a.2 State of implementation: What is being done

Seminars, courses, series, workshops and meetings will be used to achieve continuous improvement of the state of knowledge on migration and refugee topics as well as the expansion of occupational competence among pedagogical professionals in children's and youth assistance.

In 2017 a roughly estimated 46,500 pedagogical professionals in children's and youth assistance facilities in Berlin received instruction on the topic of "refugees". That year around 3,000 participants took part in 125 events for qualifying professionals to work with refugees. The need for advanced education will thus remain constantly high in the coming years.

4.5a.3 Need for action: The next steps

The goal is for it to be possible to provide all professionals with informational and training events on the wide range of migration issues. In order to develop the advanced education offer in a more needs-based manner, expansion of the annual requirements inquiry to cover other demographics is planned. Closer cooperation with migrant organisations will be worked toward in order to achieve intercultural opening among instructors.

4.5b Training refugees to become educators

4.5b.1 Most important information in brief

Refugees with prior pedagogical qualifications in their country of origin are able to receive training to become educators. As part of a model project the Senate provides the necessary requirements. Refugees who already possessive pedagogical competences can be of particular benefit for pedagogical practice. Their native languages and cultural knowledge increase the cultural opening of facilities and diversity in the facility staff, and are of great value for working with migrant and native children and adolescents.

4.5b.2 State of implementation: What is being done

The foreseeably three-year-long school experiment by the Senate Department for Education, Youth and Family began in May 2017²⁹. Up to one hundred refugees with prior pedagogical qualifications are given the opportunity to complete three-year extra-occupational training to become a state-certified educator. The model project covers multiple educational programmes. After a six-month pre-training period, 40 educators with a refugee past have so far begun the extra-occupational training.

4.5b.3 Need for action: The next steps

Through the model project, obstacles and conditions for success in the process of qualifying refugees as pedagogical professionals can be identified.

4.6 Integration in formal education services

4.6.1 Most important information in brief

In August 2015 the Senate of Berlin decided on the fastest possible schooling of refugee children and adolescents who arrived in Berlin with no German skills in normal schools, regardless of their residence status. This important contribution to successful integration in the Berlin school system must continue to be ensured. The expansion of schools' capacities for refugee children and adolescents is a component of the entire quantitative and qualitative school development plan.

4.6.2 State of implementation: What is being done

Acquisition of the German language is a chief responsibility of the school. This is all the more successful the younger the children are. All children of preschool age who are deemed to

²⁹ The school experiment is conducted in cooperation with the BAMF and Berlin-Brandenburg regional office of the Federal Employment Agency.

require language education are obligated to partake in a 25-hour language acquisition programme at a day care 18 months before attending school, pursuant to § 55 SchulG. The provision of reasonable educational offers for integrating students with disabilities, illnesses or special pedagogical support requirements is also important. Special pedagogical support is based on a specific diagnosis by which refugee children and adolescents require special tools and high-quality interpreting.

The need for and allocation of welcome classes will be assessed quarterly. Since the beginning of the 2016/17 school year 8,039 students have transferred from welcome classes at public schools to normal classes or bridging classes. However, there continue to be bottlenecks in welcome class capacities in the upper levels centres, especially due to the high demand from youths older than the age of 18 for schools with a special pedagogical focus on mental development, motor development, and autism-specific educational offers. A total of 140 full-time positions are available in the 2017/18 school year for accompanying language support for students from welcome classes.

Teaching staff who have taught in the welcome classes and are appropriately qualified receive offers for further qualification to become a fully qualified teacher in order to ensure their employment in normal classrooms in the long term. Teachers trained in special pedagogical issues will be employed in the welcome classes as needed.

In the 15- to 16-year-old age group of refugees, there is great need for special support in smaller learning groups after attending the welcome class so that they can transition into normal educational offers in an age-appropriate manner. Such learning groups have been established in some regions with concepts approved by the supervisory school authorities. All students can be granted detriment compensation for two years after leaving the welcome class to increase the chances of acquiring leaving certification.

In order to improve young refugees' access to Berlin's education and labour market, the Senate has expanded the specific vocational qualification courses (VQC) with internships and language support at upper levels centres. Since the beginning of the 2016/17 school year this measure has been supported by individual education supervision. With a child care ratio of 1:17 students, more than 66 per cent of past participants have obtained leaving certifications and 24 per cent have transferred into dual education.

The Youth Employment Agency Berlin also supports young refugees on their path to education and employment. In all twelve regional locations specialised professionals are available to provide normal services as well as special offers for this group of people.

4.6.3 Need for action: The next steps

All of the measures presented are still required.

Capacity issues with regard to required child care spots must be resolved in the mid-term. The offer of preschool language promotion should be expanded as needed with the available resources³⁰. This also applies to required capacities for special pedagogical diagnosis and promotion, especially for disabilities.

The continuation of the work done by welcome classes, including at various language levels within a school, as well of as their coordination offices is indispensable given the constant influx of new migrants without sufficient German skills. This also applies to the participation

³⁰ To bridge bottlenecks in day cares for preschool language support, the Senate Department for Education has cooperated with education gGmbH to expand offers for preschool language support as per § 55 Schulgesetz in communal refugee accommodations. Around 75 children as young as 18 months are currently given language assistance for 25 hours/week at five locations.

of refugee students as well as their parents in school life.

Some schools in Berlin take the opportunity to directly admit newly incoming children and adolescents without sufficient German skills into normal classes after the initial schooling phase, and to support them with extensively supervised language support. The extent to which this fundamentally positive approach can and will be more widely distributed with lower numbers must be determined following an assessment of the necessary requirements in an individual case. When deciding on locations for temporary learning groups, opportunities for gradual participation in normal classes and the continuation of schooling in the normal system at the same location as well as conceptual considerations of the school with regard to integration must be considered as thoroughly as possible. In this regard, offers for learning sign language for students who are hard of hearing or deaf, as well as the introduction of braille for blind students or those with severe vision impairment, must also be considered.

The regions have the opportunity to establish further special learning groups with a lower interval frequency if the direct attendance of age-appropriate normal classes is infeasible and has frequently been unsuccessful for many students.

The number of youths who participate in VQCs or IBAs increased exponentially in the 2018/19 school year. A great number of education assistants must be employed to ensure past successes.

Adolescents who have not passed through the German education system or are too old to attend secondary levels I and II upon arrival are initially educated in welcome classes at the upper levels centres. The Senate will work harder with regard to success in acquiring language skills and imparting knowledge to prepare for vocational training. The objective is to provide these adolescents with offers to ensure educational success.

The Senate of Berlin has already responded to the general increase in student numbers by introducing the school construction programme Berlin School Building Offensive (BSO). Necessary investments at a scale of around 5.5 billion euros will be provided by the Senate to ensure new construction, expansion, and renovation of school buildings in the next ten years.

4.7 Quality development in instruction and support for newly migrated children and adolescents

4.7.1 Most important information in brief

The quality of instructional work in the welcome classes as well as language support after the transfer of students into the normal system will be ensured and further developed in order to support successful integration of refugee children and adolescents into the normal system as well as their educational success. Staffing resources are required for targeted support in the normal system. These will be covered within the bounds of the resources currently available.

4.7.2 State of implementation: What is being done

Dedicated and very high-quality work is performed in classrooms and school life at Berlin schools with regard to the integration of refugee children and adolescents in many areas. Networking among welcome classes has evolved along with cooperation of all parties involved in school education. The "Guideline for Integrating Newly Migrated Children and

Adolescents in Daily Child Assistance and Schooling" describes processes, provides information on legal regulations, provides contacts and serves as a work basis. A lack of interdistrict standards during transfer sometimes result in students waiting too long in the welcome class system, or a lack of language support following the welcome class. The language education of all children and adolescents is firmly established as a responsibility of all basic curricular language courses in the new framework teaching plan. All Berlin schools must develop measures for language education in their concepts. The specific needs of newly migrated children and adolescents must be given special consideration. In normal classes, the special subject must be conceived and implemented in a linguistically sensitive manner. The Centre for Language Education has conducted extensive, multi-module qualification measures for teaching staff in welcome classes and also further develops these for vocational training programmes. A language education coordinator is now being appointed at all vocational schools as of the 2018/19 school year³¹. The Senate Department for Education, Youth and Family has named an anti-discrimination officer as a contact for schools who provides consultation on cases of discrimination, among other things.

4.7.3 Need for action: The next steps

After a decrease in the number of welcome classes, the teaching positions remain in the system to supervise the transition and integration into the normal system. By using a controlling system their employment should be controlled in order to qualify them to competently provide support for the transferred students. Furthermore, curricular fundamentals will be development for general education schools with requirements for working in welcome classes and support after transfer into the normal system. In the vocational schools, quality standards for welcome classes were defined that must be consistently followed through the next level in the normal system of vocational qualification courses (VQC) and, as of 2019/20, in the integrated vocational education preparation (IVEP). Parallel to this, the teachers must be sensitised and qualified for working with specific learning groups such as illiterate students and young refugee women. The German Language Certificate (*Deutsches Sprachdiplom*; DSD) must be firmly established as an instrument in initial language acquisition in Berlin. In order to prepare vocational education students for the requirements of the job world, the new format DSD Pro must be implemented and, if necessary, expanded. The appointment and qualification of language education coordinators should be binding at all Berlin schools of general education. Qualifications for intercultural education and democratic education must consider instruction, personnel and organisation development into consideration in the future. The Senate Department for Education, Youth and Family is ordering a scientific valuation of the work in the welcome classes in order to gain further information on this topic.

³¹ Since the 2011/2012 school year there have been language education coordinators (LEC) in Berlin schools with a high student population in need of language support (schools with more than 40 % of students with a native language other than German or learning tool exemption). These are qualified as part of a 1-year continued education measure and then supervised in network meetings.

4.8 Access to education and participation in extracurricular and supplementary support as well as in other offers for support

4.8.1 Most important information in brief

Children and adolescents with a refugee past will be granted access to education and participation in extracurricular and supplementary support as well as other support offers at an inclusive all-day school. The all-day school uses its potential as a place of socialisation and development and benefits from its broad experience in working with heterogeneity.

4.8.2 State of implementation: What is being done

Aside from a few *Gymnasiums*, all Berlin schools are all-day schools. For refugee families, the legal claim to attend all-day school from at least 7:30 a.m. to 4:00 p.m. is established in the Berlin School Act. Resources for refugee children and adolescents are allocated to the schools based on the all-day schooling concept of the respective school type.

13 additional school psychologist positions were established at the school psychology and inclusive education consultation and support centres (SIBUZ) as of August 2015 to aid in the psychological support for refugee children and adolescents, and resources for qualified interpreters were also provided. The SIBUZ also offer advanced education to teachers for working with traumatised children and adolescents, individual case consultation and supervision.

The area of action concerning academic prevention and promotion of health offers a variety of projects conducted by pedagogical professionals in order to strengthen refugee children and adolescents to recognise dangerous situations, find help and focus on their mental health.

Sustainable cooperation between schools and sports clubs are very good success factors for integration and participation.

The structural anchoring of cultural education in the all-day school has already been initiated in 36 programme schools through the programme Culture Agents for Creative Schools Berlin. Services from the Education and Participation package (BuT)³² will also be available to refugee children.

The offer of Berlin holiday courses has been established city-wide since 2015. It is geared toward migrant children and adolescents and provides an effective supplement to normal schooling.

The programme Fit for School is now aimed at all young refugees for whom supplementary language support is sensible.

Through supplementary offers of school social work, the socio-pedagogical support and integration of children and adolescents from refugee families should continue to be expanded within the parameters of the budget.

4.8.3 Need for action: The next steps

A consultation concept for support offers of preschool and school education through the establishment of an interdepartmental "consultation hour for school and day care" with weekly office and consultation hours for refugee parents is absolutely necessary. All-day schools continue to develop their pedagogical concepts and focus their

³² A list of the individual BuT services: <https://service.berlin.de/dienstleistung/324466/>

extracurricular offers on language acquisition and the social integration of children and adolescents.

The increase in use of all BuT services is a central contribution to integration and social participation. Family-friendly, regional consultation offers for all BuT offers could significantly contribute to informing families of the services of the Education and Participation package.

Further quantitative and qualitative expansion of the offers of Berlin's holiday courses is sensible so that all interested refugee children and adolescents can partake.

The offers from Fit for School should continue. Through the expansion of the target group to 27 years, the original plan of the annually decreasing budget must be reconsidered.

Welcome guides should be comprehensively installed in the regions.

For the extracurricular and supplementary support of refugee children and adolescents for all-day school, the programme Culture Agents for Creative Schools Berlin can be made even more effective through tandem education.

Continuation of the school psychological consultation and support as well as the permanent establishment of the 13 positions is urgently required, as there is an increased need of consultation and support for refugee students as well as teachers after the children and adolescents transfer into normal classes.

Integrative sports offers are of great importance with regard to integration and participation. This applies especially to special offers for girls. This also requires special advanced education offers for coaches from the sports clubs and close cooperation through establishment of youth social work with a focus on athletics.

In order to fulfil the socio-pedagogical requirements of the integration of refugee students in school and in the new society, support of the current professionals is critical. Along with increasing staff within the parameters of the available funds, closer cooperation with the professionals at the other more than 250 school locations in the programme Youth Social Work at Berlin Schools is of the utmost importance.

4.9 Language acquisition for adults

4.9.1 Most important information in brief

The Senate's goal is that refugees in Berlin, regardless of residence status, prospects for remaining or origin, receive an offer to learn German as quickly as possible that is fully differentiated, target group-specific and sustainably arranged, and for which there are follow-up courses.

The Senate's goal is also to strengthen the adult education centre as a place of learning heavily attended by many adult refugees.

Children and adolescents learn German in day care and at school. For adult refugees the adult education centres in Berlin (VHS), in addition to the offers by the federal government, provide German courses funded by state resources. The offer is directed toward those who (still) have no access to federally financed normal offers, such as integration courses and vocational German courses.

Building upon this, every refugee should be given needs-based bridging offers, in particular vocational language and advanced qualification modules, following the course. So that all participants in a fully differentiated course offer can continue learning in suitable bridging offers, the expansion of offers for language and education consultation for students should be examined, and consultation services closely linked with the language courses.

4.9.2 State of implementation: What is being done

The Senate has a commitment to the federal government to completely open up the federal government's normal offers. Until then, it will maintain the range of state-financed German courses for refugees and expand it as needed. There are special language modules for target groups with special requirements.

For all adult refugees without access to the offers from the federal government, the state-funded German courses for refugees to acquire basic skills are held by the twelve district Berliner VHS.

As a bridging offer following the basic courses, the state support instrument 19B of the European Social Fund (ESF), "Funding Vocational Orientation and Qualification of Migrants as well as Social Allocation and Combating Poverty among New Migrants including Roma and Refugees" is available.

In addition to this are measures for imparting information about the German political system, German labour law and offers for mobile education consultation held for refugees at the *Volkshochschule* as an adult education centre.

4.9.3 Need for action: The next steps

The principle of immediate access to language courses for all adults will be adhered to. The subsidiary supplemental structure of state-financed language courses to offers by the federal government is expedient. In the future various adjustments should be made. All refugees should be given the opportunity, within the bounds of the available budget, to achieve a compatible language level (at least A2, ideally B1 or B2). The Senate will thus further differentiate its range of courses. Furthermore, transfer from the VHS courses to the state instrument 19B of the ESF must be ensured.

The language learning offers from the State of Berlin should be participative and conceived with the aim of social participation. For this reason, an expanded offer of political education as well as a multi-perspective dialogue of values should be created, for which initial approaches ("We in the Constitutional State", formerly "Welcome to the Constitutional State") and learning materials ("Living Diversity") have already been developed.

For Berlin residents who volunteer in language courses, the VHS should provide qualification in order to create a basis for technically continuing this engagement.

Other language instruction and consultation offers should be linked with offers from the state. These include, among others, bridging offers for acquiring general higher education entrance qualification at colleges and night schools, ESF measures as well as offers through volunteering.

Area of action 5: Labour market integration, gainful employment and education of refugees

Leadership of the special task force: Senate Department for Integration, Labour and Social Services

The successful integration of refugees into the labour market is of great importance. Education and work are crucial to social integration. Successful labour market integration helps companies hold on to professionals. In the coming years refugees will be an important target group in labour market policy without neglecting other important groups of people in need of support.

A completed vocational education, and/or one recognised in Germany, is the deciding key to the labour market. It significantly reduces the risk of unemployment and has a positive impact on employment income.

In order to be successful, labour market policy will take on the challenge of a years-long process and will adapt to it with its structures and instruments. A stronger connection among the support structures of the various actors as well as greater, target group-appropriate contact are especially required. This necessitates close cooperation between the central actors in the field of education and labour promotion in Berlin.

5.1 Most important information in brief

The Senate of Berlin, through cooperation with various actors, pursues three central objectives for easing refugee access to the labour market and facilitating high employment involvement and equal participation regardless of gender, age or disability:

5.1.1 Integration of employable refugees into the labour market

In the interest of the timeliest and sustainable integration of refugees in education and employment, it is necessary:

to promptly inform all actors in labour market integration on individually relevant conveyance, consultation and support offers, to facilitate simple access to the offers, and to ensure coordinated and mutually constructive offers,

to also inform about possibilities and requirements for entrepreneurial independence as well as the information, consultation and support offers available in this area,

to inform refugees and multipliers in the field of refugee work of labour law standards as well as the difference between independent and dependent employment through labour law training, so that integration into the labour market under legal conditions is promoted,

to strengthen companies' engagement through easily accessible and comprehensible information and consultation on vocational training and/or employment of refugees as well as support opportunities,

to facilitate the swift acquisition of the German language skills necessary for education, employment or independence, in particular technical language, and to promptly link this with qualification and practical professional experience,

to create requirements for successful vocational training of adolescents as well as elderly refugees,

to communicate and apply legal regulations in AsylG and AufenthG, among other laws, such that there is transparency for refugees and companies and integration into working life is simplified.

5.1.2 Ensuring a high level of quality applicable to the labour market

The individual skills, prior professional experience and qualifications of refugees must be recognised, further developed if applicable, formally recognised to the extent possible by law, and activated for the labour market.

It is thus important that:

processes/offers for assessing skills and identifying the best possible individual path to usage and further development of the skills are provided as needed,

the processes for recognising the equivalence of professional qualifications acquired overseas be used and offers for any necessary post-qualification measures be provided,

labour market opportunities for refugees be increased by completing vocational training or studies, the level of education, in particular of refugees younger than the age of 27, be established, extra-occupational paths to acquiring professional certification be opened, the many opportunities for continued vocational training for employees and the unemployed be used with the goal of obtaining professional certification.

5.1.3 Facilitation of governmental transfer services for independent living

Successful integration into the working world is a major requirement for a self-determined and independent life. That is why it is of great importance that refugees sustainably gain employment subject to social benefits payments or gainful, independent employment. The employment situations should fulfil the requirements of "good work" (gainful wages, equal wages for equal work, and antidiscriminatory working conditions that support health). Adherence to minimum wage and compensation requirements must be implemented. Illegal employment and work exploitation must be prevented. Refugees and multipliers working with refugees will be trained on labour law regulations including adherence to minimum wage and compensation requirements.

Completed vocational training significantly increases the chances of entering the labour market above the unskilled and semi-skilled sector. The latter do initially facilitate work income that exceeds training compensation, but at the same time bear the risk of remaining in precarious employment situations and thus being exposed to the fluctuating demand for unskilled/semi-skilled workers in the labour market.

5.2 State of implementation: What is being done

The Berlin labour market has developed positively over the past years and is fundamentally receptive. Workers at all levels of qualification are sought. Professionals are being sought for craftsmanship trades, in the health and care industry, in gastronomy, in IT and in technical fields. In some areas there is an increased need for unskilled/semi-skilled workers. As these are subject to relatively strong seasonal and economic fluctuations, these generally do not provide integration in sustainable, long-term and gainful employment. Many companies have a positive view of refugees as workers and are very committed to ensuring that refugees are able to complete an internship or education in their company and/or receive a job.

With regard to the available or recognised qualifications, a good two-thirds of the refugees registered as unemployed who wish to obtain employment subject to social benefits contributions have begun unskilled/semi-skilled employment, and around one-fifth have begun working as professionals.

The equivalence of the qualifications brought from the countries of origin with certificates from the German vocational training system can be confirmed in formal recognition procedures. Refugees, as well as other non-refugees who are interested in recognition, can receive support from offers through the responsible parties (in particular the chambers) as well as the IQ Network, the federal recognition commission and the *Härtefallfonds Berufsanerkennung Berlin* (Hardship Case Fund for Occupational Recognition Berlin) as well

as through services from employment agencies and job centres³³.

Because of the heterogeneity of the group of refugees, as well as with regard to their initial situations and occupational goals, a wide-scale support apparatus is required. In the future it will be necessary to more closely link state-funded offers together as well as with other state- and federal-level offers, in particular those from the Federal Employment Agency. The range of support and consultation offers provided by the State of Berlin to supplement the apparatus of the Federal Employment Agency as per SGB II and SGB III is very diverse, and was continuously adapted and further developed to suit the particular needs of refugees since 2015: this includes the vocational orientation and training initiative ARRIVO, currently with ten sub-projects, the *Willkommen-in-Arbeit* (Welcome to Work) offices, mobile consultation offers (including but not limited to mobile job consultation, mobile education consultation, *Berliner Jobcoaching für Geflüchtete* (Berlin Job Coaching for Refugees), the Welcome Center Berlin of the Commissioner of the Senate of Berlin for Integration and Migration, and the right-to-remain network "bridge". This is in accordance with the principle of normal structures before special structures. The objective is the quickest possible transition into the general consultation and support structures.

5.3 Need for action: The next steps

Action approaches and recommendations

Based on experience with the range of instruments in use since 2015, the Senate Department for Integration, Labour and Social Services has created a key issue paper on the labour market integration of refugees with the primary objectives, challenges and action approaches, which was acknowledged on 11 December 2017 at the State Secretary Conference as the first basis of discussion.

Depending on the individual requirements, refugees require different types of support on their path to education, work or independence. An overview of the fundamental action approaches and recommendations for further development in eight areas of action are listed below:

5.3.1 Acquisition of German language skills

Language acquisition is a priority for all refugees. A successful certificate of education and entry into the labour market at the professional level pose significant challenges for mastering German technical language in the respective field. Support in acquiring occupational German is thus essential (see D.4.9).

To ensure the quality of the state-financed basic courses at the adult education centres, the interdepartmental coordination round table "*Sprachliche Integration Geflüchteter*" ("Linguistic Integration of Refugees") (led by: SenBildJugFam) will be continued. It will be examined to what extent labour law modules are offered to refugees after the language

³³ Overall the spectrum of qualifications among refugees is broad. Educated professionals and academics come to Germany along with people with less academic education and without prior occupational experience. The sociodemographic structure is as follows, according to the migration monitor of the Federal Employment Agency in October 2018: of refugees registered as homeless 57 per cent are under the age of 35, around 71 per cent are men and 29 per cent are women. 34 per cent have higher education entrance qualification, 6 per cent have a secondary school leaving certificate, 10 per cent have secondary school qualification and 30 per cent have no qualification.

The labour market integration of refugee women is more difficult than it is for refugee men, despite their very high acquisition (see BAMF 1/2017). With corresponding parameters, such as professional admission support and guaranteed child care, highly qualified refugee women have good prospects for sustainable labour market integration.

courses and to what extent the consultation offers of mobile education consultation at the adult education centres can be expanded.

5.3.2 Assessing professional skills and development potential

Refugees of working age sometimes come with professional qualifications and experience. Some of them have formal certification, some have non-formal and informal professional skills and knowledge due to years of employment. Their skills and potential for development must be determined and documented early and systematically. In this regard, offers for compensatory measures and adjusted/post-qualification for achieving a determination of equivalence of professional qualifications are essential. The aspect of possible independence should also be examined as early as possible, and suitable people must be given corresponding information and coaching offers.

5.3.3 Professional orientation, acquisition of skills for the labour market and social rules of working life

The goal should be the systematic imparting of fundamental knowledge via the labour market to all refugees regardless of gender, age and country of origin. Furthermore, practical experience (company visits, sitting in on classes, internships, etc.) are important so that refugees recognise professional possibilities, can develop realistic prospects and motivation for their professional goals, and employment and education situations are initiated.

5.3.4 Differentiated offer of measures for promoting integration in education, work or independence, compatibility of measures

The federal and state governments maintain an extensive range of regulatory instruments to support the integration of refugees in work and education. This requires continuous further development. It must be compatible with the heterogeneity of the group of refugees, and the individual offers must be compatible and must be configured in accordance with the changing quantitative needs. The aspect of compatibility is also of particular importance with regard to the qualification of low-qualified people in order to ultimately help them gain a foothold at the professional level. Another area of emphasis is multilingual consultation in support in order to overcome any language barriers and to facilitate orientation and the first steps following arrival. The objective is the most direct possible chains of support that lead to sustainable, gainful employment.

Along with the integration of younger refugees, the group of elderly refugees (men and women) without professional certification requires special attention as well. Elderly refugees who already have professional certification need suitable, practical formats for adjusted qualification/post-qualification.

For refugees with entrepreneurial experience or corresponding prior qualifications, independence may be a suitable form of integration into working life. For this group of people the existing consultation and support structures must be opened and supplemented to suit specific needs as required.

5.3.5 Ensuring timely access to measures and bridging offers until integration into the labour market

The presence of support offers is not enough. Refugees must also find the path to assistance and offers. That is why high transparency of the support offers – in particular through comprehensible, understandable and easily accessible information – as well as accompaniment during the integration process are required so that refugees can quickly find suitable (bridging) offers until achieving their goal of integration in education and work despite the complexity of the institutions, support offers and access processes.

The waiting times for education assistance for people allowed to remain in legally regulated offers from SGB III are long and sometimes vary significantly. For example, the waiting period lasts 15 months for vocational training grants (BAB) and up to six years for preparatory vocational education measures (BvB) for simultaneous usage of vocational training assistance and training money. For asylum seekers with "good prospects for staying" the waiting time for BAB still lasts 15 months. Young, unaccompanied refugees in particular who must abstain from family assistance rely on additional financial assistance alongside training compensation. That is why the Senate remains committed at the federal level to shortening and harmonising waiting times for training preparation and training accompaniment support services, as well as adjusting the waiting periods for entry to the labour market. This especially applies to training assistance and assisted training.

5.3.6 Sufficient offer of apprenticeships and jobs

All offers and measures will only achieve the primary objective of integration of refugees into the labour market if business and the social economy are open to refugees, fill apprenticeships and jobs with refugees, and specifically support refugees within the company. Company and personnel management are as responsible for this as the chambers, employers' associations, welfare associations and unions, and of course day-to-day co-workers.

The federal and state governments support this by promoting German language acquisition, qualification measures, education assistance and service offers (e.g. legal consultation for employing refugees). The structure and work of the current Asylum Team of the employers' service of the Federal Employment Agency have gained a lot of attention. The ARRIVO service office and "bridge – *Berliner Netzwerk für Bleiberecht*" (Network for the Right to Remain in Berlin) also provide information and services to companies. Regular communication between business and policy on success and problems with the integration of refugees in education and work is to be welcomed, as is the involvement of refugees in this exchange.

5.3.7 Beneficial parameters for professional integration

The course of the integration process is also determined by personal circumstances. Promotive factors in occupational allocation in particular include the facilitation of positive integrative decisions within the bounds of residence law, living space/situation, social contacts, health care, support for a disability, and assistance in everyday matters and social problems, if they can become a hindrance to allocation (such as child care, debtor consultation).

The labour market integration of refugee women must also be supported in the future by, among other things, low-threshold visiting consultation, women-specific measures,

business-related offers and (if required) caretaking of children during courses.

There is a great need for child care staff in Berlin. Employment as a day care employee could thus also provide a path to gainful work for refugee women. The Senate Department for Integration, Labour and Social Services and the Senate Department for Education, Youth and Family are thus examining how interested refugee women can be recruited for qualification as a day care worker, which support services can be offered, and which specific education measures are required for day care qualification.

A work permit is required for people with residence authorisation or suspended deportation to assume work or training. More transparency should be created in the employment permit process, and the process should be accelerated overall. The creation of the pre-acceptance process by the Federal Employment Agency has already helped accelerate the process.

However, employers and potential employees must be made more aware of the process.

Beyond this process the Foreigners Registration Office will work with Berlin companies, the Chamber of Industry and Commerce, the Chamber of Trade and the *Vereinigung der Unternehmensverbände* (Federation of Business Associations) to assess how the established process for accelerating the employment permit process for refugees can be further improved. At the federal level the Senate is committed to adopting regulations into the law that induce an acceleration of the process. This includes examination of § 32 Employment Act with the goal of always allowing the employment of people with authorisation or suspended deportation if and to the extent that this is not prevented by a statute of residence or asylum law.

In order to maintain and expand the high willingness of Berlin companies to train, legally secure residence of the trainees is paramount. From the perspective of refugees, training opens up prospects for integration and staying. In this regard the permission of training plays a central role. The Senate uses the legal leeway to issue training permission in the interest of legally compliant, large-scale decision-making practice and will only use reasons for exception to a limited extent. Changes to applied practice will be inspected by the VAB expert commission that provides the Foreigners Registration Office with recommendations for possible further developments in the process instructions to the Foreigners Registration Office of Berlin. Potential legal initiatives at the federal level must also be examined with regard to the simplification of access to education and employment, such as for expanding training permission to initial qualifications and state-regulated assistant training that can be systematically followed by qualified vocational training in an understaffed profession. Close communication and good cooperation between the Federal Employment Agency, the job centre, the BAMF and the Foreigners Registration Office help ensure that existing legal opportunities for education and employment as well as gainful employment for refugees are also effective in practice.

5.3.8 Openness of institutions and companies to people with a refugee or migration background

Training and work should take place on the general labour market as much as possible. Diversity management and intercultural opening strategies can help the actors (companies, business and social partners, administrations, providers of support offers, etc.) more easily recognise the special support needs of refugees and better consider them in their respective structures and processes. In particular it is necessary to assess the normal structures for consultation and support of refugee labour market integration with regard to intercultural opening.

5.3.9 Fundamental need for action

As a fundamental solution strategy for the promotion of labour market integration, the further linking of consultation and support offers as well as target group-specific communication and public relations will be given great significance.

The Senate feels that a continuous and reliable accompaniment and support structure for refugee labour market integration is absolutely required.

This requires a well-organised interface management that facilitates structured communication among actors. The Senate thus sees the assessment and needs-based further development of the interfaces of the state-initiated consultation and support offers for refugees (mobile education consultation, mobile job consultation, Berlin job coaching for refugees, Welcome to Work offices, *Berliner Beratungsbüro für Migration und Gute Arbeit* (Berlin Consultation Office for Migration and Good Work),

Welcome Center, integration guides, etc.) among one another and with offers of other institutions (e.g. job market of the Federal Employment Agency) as a priority.

A cross-institution documentation system that eases the transfer of data of consulted people between the individual offers, makes consultation processes visible and allows people who advise refugees in the further integration process to view past consultation results between the respective offers under consideration of the current data protection regulations and with consent from the advised persons is considered appropriate.

In order for refugees to easily develop trust in the existing offers, the Senate of Berlin continues to value the employment of consultants with knowledge of the primary native languages and, if possible, with their own history of migration in the offers that the Senate supports. The offers supported by the state integrate contemporary and target group-specific communication channels into their consultation offers.

A special communication challenge lies in countering the spread of misinformation in social media, such as in Facebook groups or heavily trafficked blogs operated by refugees. The project "*Neu in Berlin - Aufsuchendes Informationsmanagement in sozialen Medien für Neueinwandernde*" (New in Berlin - Visiting Information Management in Social media for New Migrants) by the Senate Department for Integration, Labour and Social Services and the Lotto Foundation Berlin strives to address this matter.

Furthermore, a guaranteed continuous transfer of information and knowledge among the responsible regulatory institutions in order to draw more attention to state-financed offers of integration in employment and education is also required. The Senate of Berlin is assessing which measures are suitable for improving the flow of information between the actors in labour market policy.

Area of action 6: Higher education and science

Leadership of the special task force: Senate Chancellery, Science and Research Division

6.1 Most important information in brief

The Senate of Berlin has made it its goal to fundamentally facilitate the commencement, continuation and completion of studies for refugees. Persecuted and refugee scientists in the Berlin science landscape should be able to continue or begin a scientific career. Equal participation of refugee women must be ensured in this regard.

The Senate of Berlin is already working closely with the federal government, universities and student association, as well as actors from civil society and refugees, and strives for a close

networking of all actors in the future.

The Senate continues to use the existing administrative leeway in exercising federal law, in particular asylum / social / residence law, to benefit the integration of refugees. Practice in Berlin may also serve as an example to other states.

6.2 State of implementation: What is being done

Since 2015 the Senate of Berlin has worked extensively on matters of improved access for refugees to university studies, further scientific qualifications and a scientific career. Berlin's universities and scientific institutions provide living and developmental prospects for refugees as well as means for integration and participation, in particular through the commencement or continuation of university studies or the mediation of university entrance requirements in technical courses (college) or language courses. The language courses are geared toward qualifying participants for university studies in the German language. Furthermore, the Senate supports the admission of refugee scientists to universities in Berlin.

The measures taken by the universities, scientific institutions and colleges have been supported by the Senate since 2015. One area of focus is ensuring offers for acquiring formally mandatory study requirements. Along with the State of Berlin the federal government has also supported language and technical courses at universities through financing programmes for the corresponding courses via the German Academic Exchange Service since 2016.

Pioneering services on some important matters of social, asylum and aliens law have already been achieved in Berlin, which influence the parameters in which refugees gain access to the scientific field (in particular studies or a scientific career). For example, the practice by the Berlin Foreigners Registration Office of prohibiting refugees undergoing asylum proceedings and persons under suspended deportation from studying was ended. Furthermore, the Senate established a cohesive administrative practice within the state that was able to close a social funding gap in the interface between AsylbLG, SGB XII and the BAföG.

The Senate of Berlin also works with the other states and the federal government to further improve the situation of refugees. For example, on 23 March 2018 the State of Berlin, Brandenburg and Bremen submitted an application to the Federal Council to raise the minimum requirements for accommodation costs in the BAföG³⁴.

The Senate works closely with all institutions and organisations, in particular the universities and student association as well as civil society actors and refugees, on a round table to be able to quickly identify problems and place them on the agenda.

6.2.1 Technical, language and bridging courses for refugees

Technical and language courses have a significant impact on integration beyond the imparting of the desired formal qualification.

Since 2015 the Senate has placed special priority on refugees achieving the formal requirements for university studies in Berlin. The State of Berlin traditionally offers colleges at the *Freie Universität Berlin* and the *Technische Universität Berlin* where foreign nationals can acquire the qualifications required for studying in Germany. Since 2015 special technical and language courses for refugees have been arranged at the colleges, including at the

³⁴ FC printed document 84/18.

initiative of the Senate. Separate language courses for academic preparation were also established at universities without these colleges. Close cooperation for the language courses is in place among the universities. By the end of 2017 416 refugees met the prerequisites for commencing studies through these courses.

By supporting bridging courses the Senate promotes the short-term acquisition of other helpful technical knowledge and technical qualifications required for studies (such as special mathematical skills for engineering studies).

6.2.2 Consultation and assistance

All universities in Berlin have been very committed to advising refugees with regard to their individual opportunities for academic education, a scientific career, and beyond since 2015. The consultation offers at the universities that chiefly address refugees should continue to provide good conditions for interested refugees to obtain all of the necessary information for their continued life path within and outside of the scientific field. In doing so the universities also consider the specific needs of refugee women.

Furthermore, universities and the student association offer refugees consultation and support in crisis situations via a network of mental health consultation centres. The universities and student association also integrate the initiatives of the Senate administration responsible for health as well as those of the districts of Berlin in their network.

Refugee students and participants in college courses and other academic preparation offers have already been supervised by student mentors at Berlin's universities for years.

6.2.3 Auditing

Since 2015 the Senate of Berlin has supported refugees sitting in at universities that offer unbureaucratic, low-threshold access to integration in higher education. This eases entry into preparatory courses and can also be supervised as necessary.

6.2.4 Supporting persecuted and refugee scientists

The internationally oriented universities in Berlin also offer an integration and participation programme for persecuted and refugee scientists.

As additional support the State of Berlin made it possible for scientists from crisis regions to receive visiting professorships and junior scholarships from a separate programme for supporting scientific freedom at the Einstein Foundation Berlin, initially for the years 2018 and 2019. In this way refugee scientists receive initially definite admission to a Berlin university which may result in further employment at Berlin scientific institutions or in the broader field of science.

The Senate expressly welcomes the Philipp Schwartz Initiative by the Alexander von Humboldt Foundation for supporting persecuted scientists through PhD stipends and also encourages other foundations to address this matter in cooperation with the universities or scientific institutions.

6.3 Need for action: The next steps

The Senate strives to further develop the existing structures as needed, to recognise existing obstacles and to dismantle them when possible. The Senate of Berlin pursues the goals listed above with the following individual measures, among others.

6.3.1 Technical, language and bridging courses for refugees

Since 2016 the federal government has provided considerable resources to support technical and language courses at Berlin universities. The Senate is committed to expanding and stabilising the financing programme in order to continue supporting the universities with these programmes.

6.3.2 Consultation and assistance

The Senate intends to specifically expand the competence of refugee consultation specially developed at universities and student association to include consultation and support in crisis situations via a network of psychological consultation centres. This also applies to the consultation of refugee women who often need specific support. Matters concerning child care for families should also be given greater attention.

6.3.3 Auditing

In the future, sitting in as guest students will also be an important element that further strengthens the early integration of refugees. That is why the Senate will also cover the guest student fees provided they are charged by the respective university.

6.3.4 Supporting persecuted and refugee scientists

The State of Berlin is committed to further increasing the number of international professors and research assistants as part of the internationalisation of Berlin universities. The Berlin university contracts for the years 2018-2022 explicitly earmark further internationalisation of universities in Berlin.

6.3.5 Assessment and further development of existing structures (round table)

For optimal implementation of the specified goals and for networking the Senate is establishing a round table with which implementation of the measures described in numbers 1 to 4 listed above is sustainably supervised and supported. The round table also chiefly serves to advise on their effectiveness in achieving the goals. The universities, student body, Uni-Assist e.V., student association, actors from civil society and representatives of refugee organisations will also be involved in the round table alongside the respective Senate administrations.

The round table will also focus on topics that have proven to be particularly challenging in the drafting of the Comprehensive Programme. These include in particular:

Clarification of actual and legal matters (such as living space, authority matters, Uni-Assist, questions of recognition);

Problems caused by switching from the ALG/SGB II system to BAföG;

Development of the need for psychological consultation (such as with regard to traumatised students);

Consultation and support for refugee women;
Matters of child care for refugee students and scientists with a family.
At the same time the round table serves the Senate as an early warning system for arising or as yet undiscovered concerns.

Area of action 7: Social space integration, culture and sports

Leadership of the special task force: Senate Department for Urban Development and Housing

With the measures for strengthening social spaces the Senate intends to promote the integration of refugees and improve living conditions and prospects for development of all residents in the city districts and quarters, with the knowledge that the accommodation locations will often not be permanent places of residence. By reinforcing cooperation and networks, the social space will be seen as a joint space of action in which the conditions for integration will be fundamentally improved and social cohesion strengthened. In order to promote intercultural encounters, exchange and dialogue, it will be of particular importance to greatly increase the number of ways to encounter other people. The city-wide funding of sports and cultural offers also serves to promote social participation and that of refugees. In the future it will be especially important that the number of ways to encounter others grows considerably.

7.1 Strengthening social space integration and social cohesion

7.1.1 Most important information in brief

With the construction of large community accommodations for refugees and the increased influx of refugees into flats, the social space in many urban districts of Berlin is becoming more significant for integration. The funding programmes for social space by the State of Berlin will be oriented toward the needs and interests of all residents.

The resources required for integration tasks and the neighbourhood will be assessed and provided as needed. This includes staffing and structural expansion and supplementation of the infrastructure, in particular in the areas of the neighbourhood, education, family, health and recreation.

Through the construction and support of sustainable, local network structures, the transfer of knowledge, usage of resources and development of customised offers will be improved. Participation by refugees and the local population in district work committees will be actively promoted.

Social cohesion will be strengthened by intercultural meeting, exchange and dialogue.

Through continuity in longer-term projects and measures, sustainable, reliable and personal relationships will form and integration offers will be successfully implemented.

Volunteer engagement for and by refugees will continue to be professionally supported, and the construction and expansion of social engagement structures will be promoted. Refugee participation and involvement in programmes and projects will be considered a fundamental requirement. All actors will be provided with information on funding programmes and projects in a timely fashion.

7.1.2 State of implementation: What is being done

The construction of new accommodations and closing of large emergency accommodations are resulting in redistribution of refugees in all of Berlin's districts, in particular in the outer districts. At the same time refugees with a right to stay seek out living space in the city and are decentrally distributed.

In urban areas that do not yet have the corresponding infrastructure, meeting areas must first be expanded or constructed. Funding via the urban construction funding programmes, BENN - Berlin Creates New Neighbourhoods and FEIN - *Freiwilliges Engagement in Nachbarschaften* (Volunteer Engagement in Neighbourhoods) by the Senate Department for Urban Development and Housing will be assessed by location. Consultation, education and recreation offers for refugees are currently primarily localised in accommodations, yet do not reach enough refugees living in flats and hostels. The expansion of meeting places and offers in the social space has priority, in particular in urban areas that do not yet have the corresponding offers and infrastructure.

7.1.2.1 Existing approaches and programmes for integration into the neighbourhood

Through the *Infrastrukturförderprogramm Stadtteilzentren* (Infrastructure Promotion Programme for District Centres (IFP STZ)) of the Senate Department for Integration, Labour and Social Services more than 50 neighbourhood centres in Berlin, self-help/contact/consultation centres, senior projects and other interregional projects for promoting civil engagement and self-help are financed. With the additional programmes *Willkommenskultur* and *LeNa - Lebendige Nachbarschaft* they have successfully implemented integration projects in the field of neighbourhood work since 2015 and 2018, respectively. Building on the wide-ranging positive effects that these projects have had, these funds were stabilised in the double budget 2016/2017 so that 30 state-financed district centres are currently being funded as part of the welcome culture.

The urban building funding programme *Soziale Stadt* (Social City) is equally oriented toward all residents in socially disadvantaged districts (within the funding parameters). Based on need, target group-specific offers are made that stabilise social cohesion in the district and that improve the living prospects of the residents.

Furthermore, as part of the BENN - Berlin Creates New Neighbourhoods programme that began in 2017, neighbourhood cohesion will be strengthened, network structures built up, and volunteer engagement, empowerment and participation of the local population and refugees in the vicinity of large accommodations will be promoted at 20 locations for refugees. Cooperation is in place with the state framework programme for integration guides.

Through the Berlin-wide state programme FEIN - Volunteer Engagement in Neighbourhoods the Senate Department for Urban Development and Housing is providing funds for supporting volunteer engagement primarily in disadvantaged areas both for individual measures as well as for pilot projects.

7.1.2.2 Participation in offers from local facilities and initiatives

So that social relationships can develop, contacts between new and old neighbours will be initiated and supported by actors in the field of neighbourhood work. Teams from BENN - Berlin Creates New Neighbourhoods, integration guides and district mothers will provide information, refer to consultation centres, and offer linguistic and cultural mediation.

7.1.2.3 Volunteer engagement as a component of social space integration

The enormous amount of volunteer engagement since 2015, regardless of age, origin or social background, changed Berlin society and government as well as other full-time structures and has aided in promoting integration. Many Berlin residents, including many migrants, migrant organisations and mosque associations, have been especially dedicated to working with refugees. Along with the traditional areas of volunteer work many local welcome initiatives have been formed that also serve as providers of information for volunteers and organisations, such as the network *Berlin hilft*.

The more than 100 volunteer coordinators at Berlin accommodations and the accompanying consultation forum *Engagement für Geflüchtete* (Engagement for Refugees) have proven to be an effective structure for promoting civil society engagement in working with refugees since late 2016.

7.1.3 Need for action: The next steps

The integration of refugees and social cohesion will continue to actively be supported through intercultural meeting, exchange and dialogue in the social space. Through the actors in neighbourhood work (e.g. district centres, BENN and district management teams) contacts between new and old neighbours will be initiated and supported.

With the *Willkommenskultur* and *Lebendige Nachbarschaft* (LeNa) programmes in district centres, the objective remains the integration of refugees, people with a migrant background and people interested in engagement through participation and involvement in neighbourhoods. The Senate assesses the extent to which district coordination is possible in all social spaces with a high population of refugees and how the focus areas for funding of the district centres, in particular the *Willkommenskultur* projects, neighbourhood networking, facilitation of meeting and imparting of information, can be stabilised.

In areas that do not yet have the corresponding infrastructure, the priority lies in expanding and building meeting places. Funding is possible and assessed based on location via urban construction funding programmes, BENN – Berlin Creates New Neighbourhoods und FEIN - Volunteer Engagement in Neighbourhoods by the Senate Department for Urban Development and Housing.

In order to facilitate equal participation, cases of discrimination and alienation will be discussed and reflected on in dialogue with the population. This will involve offers from the Berlin state programme *Demokratie. Vielfalt. Respekt. Gegen Rechtsextremismus, Rassismus und Antisemitismus* (Democracy. Diversity. Respect. Against Right-wing Extremism, Racism and Anti-Semitism) and, if applicable, organisations within the social space that can represent the interests of vulnerable refugees.

Multipliers will continue to be used to promote participation. The strengthening of the state framework programme for integration guides and the expansion of the district mother programme as a state-wide programme will be assessed.

Advanced education, consultation and accompaniment of refugees in matters of self-organisation, establishing associations, project management or fundraising will be offered with expertise from existing migrant organisations. Approaches that strengthen interreligious dialogue and cooperation among religious communities must be supported, in particular in district where religious communities are not as diversely represented.

The integration of refugees will be supported by the creation of sustainable structures for volunteer engagement. The network of Berlin welcome initiatives *Berlin hilft* provides

current information and can thus contribute to volunteers' need for knowledge and qualification. Through the consultation forum Engagement for Refugees the volunteer coordinators for the accommodations will also continue to be supported, advised and given advanced training.

7.2 Sports for refugees

7.2.1 Most important information in brief

By supporting sports projects with refugees the Senate seeks to promote the health of refugees and achieve the best possible integration potential of sports.

As part of the funding, those groups who have been thus far underrepresented in sports should be addressed. These include women, girls, people with disabilities, elderly people and LGBTI refugees.

Participation can be experienced first-hand in sports clubs. The experience acquired there can later be used outside of the club as well. Sports offer opportunities for education and qualification, and in this way can lead to an increase in self-esteem and open up prospects.

7.2.2 State of implementation: What is being done

Many sports clubs get involved by recruiting refugees and through large, low-threshold projects for integrating refugees (ALBA Berlin, Berliner Fußballverband, Berliner Boxverband, Eisbären Juniors).

The state sports federation and its clubs implemented numerous support offers for integrating refugees in 2017 (e.g. integration coaches, financial support of around 100 sports clubs). This also includes the programme *Integration durch Sport*, the information platform for sports for refugees at www.sportbunt.de and advanced education and qualification offers for refugees and volunteers as trainers, among other positions.

Sports offers in the field of social work include sports-oriented youth social work with young refugees and sports offers as a part of socio-pedagogical care in the accommodations.

Specific integration projects such as *Willkommen im Fußball* (Welcome to Football), *Refugees Welcome@UniSport FU Berlin*, *Champions ohne Grenzen* (Champions without Borders) and *RheinFlanke Berlin* are geared toward select target groups within the population of refugees.

There are specific sports offers in meeting centres, such as *tentaja* at Tempelhofer Feld.

District sports offers and private providers have also implemented refugee integration.

Sports clubs have also assumed additional tasks beyond the realm of sports, such as helping with authority contacts, involvement in welcome classes, and organising tournaments, intercultural festivals and competitions.

7.2.3 Need for action: The next steps

Refugees need culturally sensitive and gender-sensitive support aimed toward the respective target group, and if applicable safe conditions in order to be able to be involved in long-term offers based on continuity. The Senate thus supports multilingual communication, especially through social media channels, and assistance with accompaniment and support when attending sports offers in the funded projects.

Integration work can only succeed if it becomes visiting work. For this reason the Senate will provide a broader basis for integration work through sports in the long term. Other groups

of migrants should also be addressed as part of the continued development of the offers. The task force of funding projects in the Master Plan should serve as a basis, and also be open to other actors for this purpose. In particular the Senate is committed to giving greater consideration to the special requirements of LGBTI, girls and women, people with disabilities and elderly people in the future.

7.3 Integration and participation in culture

An important component of social participation is cultural involvement, both through individual artistic and creative activities as well as through the consumption of cultural offers. The objective is to break down barriers in the cultural sphere and counteract inequality in opportunities so that all Berlin residents have equal and self-determined access to culture: not only for passive involvement in cultural life through the reception of culture, but also the opportunity to make one's own contributions and actively shape local cultural life.

7.3.1 Integration and participation of refugee consumers of culture

7.3.1.1 Most important information in brief

The objective is to ensure that the broad range of cultural offers in Berlin is low-threshold and accessible. This includes imparting information on offers to specific groups and shaping the offers accordingly. The goal of cultural education for refugees is to allow them to learn group affiliation and recognition, how to join groups, and how to take responsibility and be involved through their own artistic approach and joint work.

7.3.1.2 State of implementation: What is being done

In response to the increasing influx of refugees since 2015, there has been a wide range of engagement in Berlin's cultural landscape and many cultural education and free cultural offers have arisen, including in the amateur scene (amateur music, theatre, dance, choirs), with an explicit claim of integration. Existing offers were opened up. Many positive examples of refugee self-organisation also developed to retain (everyday) culture, such as in the areas of music or language.

An expansion of requirements (e.g. non-European musical instruments) was clear in many existing structures (such as music schools). The specific parameters ensure that cultural projects often cannot take place without an extraordinary degree of volunteer engagement. As part of their normal tasks, Berlin's cultural institutions offer a range of activities in the areas of cultural mediation and education. Numerous cultural projects have been facilitated by the Integration Fund / district neighbourhood programme in the districts. Furthermore, in the Senate Department for Education, Youth and Family provided Berlin's music schools with special funding that could be used without great administrative effort.

The Senate Department for Culture and European Affairs has facilitated the following funding in particular:

Funding of cultural education projects with refugee children, adolescents and young adults through the Berlin project fund *Kulturelle Bildung* (Cultural Education), which have been accompanied by diversity development since 2016. In 2018 the project fund introduced new, low-threshold funding formats to acquire previously underrepresented actors for the application, with the focus on refugees, among others.

Establishment of ten staffing positions for outreach curators at museums and memorials funded by the State of Berlin with the goal of directing the programme and communication work toward a diverse audience and previously underrepresented target groups. Networking among the outreach curators and evaluation of the programme after three years are intended.

Promotion and networking of offers from Berlin memorials and learning sites of historical-political education aimed toward refugees or which address flight and migration in the general offers of the historical-political education. The brochure "Flight and Migration – Programmes and Offers of Historical-Political Education in Berlin" summarises all of the offers.

Funding for cooperation in the area of cultural education between cultural institutions and refugee accommodations as part of the project "*Berlin Mondiale*". The objective is to support the tandems in continuing their work independently.

Funding for mobile library services and cooperation with the Arabic library Baynetna.

7.3.1.3 Need for action: The next steps

The local cultural programme must be made more accessible to refugees, such as through consolidating existing offers and making them visible (including through translation), the mediation of offers, the accompaniment of offers and the development of target group-specific, affordable or free offers.

More decentralised structures should be used, such as through networking with actors from the neighbourhood, migrant and refugee organisations, and decentralised cultural locations like public libraries, youth art schools, music schools, municipal museums, galleries and theatres. As space for art and culture is a scarce resource in Berlin to which refugee artists and cultural creatives in particular rarely have access, Berlin's cultural institutions should assess the extent to which they can provide their infrastructure and open up their spaces affordably or for free.

7.3.2 Integration and participation of refugee artists and cultural creatives

7.3.2.1 Most important information in brief

If refugee artists have space to present their work, this results in a programme of greater interest for a refugee audience, because they recognise their own lived reality and may be able to identify with the stories. The variety of professional refugee artists in Berlin also enriches the city's cultural offer with previously underrepresented art forms. The objective is to support them in exercising their profession and offering them the same access to Berlin's cultural landscape that artists without a refugee past enjoy.

7.3.2.2 State of implementation: What is being done

The Senate Department for Culture and European Affairs has responded to various needs since 2016 through the following funding projects, among others: Underrepresented artists and cultural creatives are supported by the Berlin project office for diversity development "Diversity.Arts.Culture". The Exil Ensemble with refugee actors and actresses at the Maxim Gorki Theater is funded alongside Berlin's cultural institutions that offer fellowships to professional artists and media/cultural creatives with an exile and refugee past through the initiative "*Weltoffenes Berlin*" (Cosmopolitan Berlin). Furthermore, the cultural

administration funds the improvement of networking, qualification and multilingual consultation offers as well as better visibility of existing funding and professionalisation opportunities. The initiative is flanked by the State of Berlin's membership in the International Cities of Refuge Network (ICORN), which works to receive, care for and support artists or cultural creatives who are in danger. The cultural administration also issues stipends for non-German literature by professional authors.

7.3.2.3 Need for action: The next steps

The Senate actively supports projects that involve the expertise and competence of refugees at various project levels in order to turn project participants into project leaders in the long term. In order to facilitate access to funding for refugee artists and cultural creatives, they need support from corresponding cultural offers during the application for funding in German.

Refugee artists and cultural creatives require space and platforms to be able to present themselves and their work, as well as meeting places in order to convene with representatives of Berlin's cultural institutions.

Labour market integration works interdepartmentally. The Senate is assessing how the recognition processes for professional qualifications or academic and test performance can be better used at the responsible offices with regard to artistic professions, and the extent to which existing non-artistic further education and consultation measures for the professionalisation of cultural creatives, such as for the programme "*Qualifizierung: Kulturwirtschaft*" (Qualification: Cultural Business) can be (further) developed in order to better support refugee artists earn income from their work, network better, obtain social security, and improve their position within the (cultural) economic value-added chains. In doing so it is necessary to consider the special requirements of refugee women.

7.3.3 Diversity-oriented development of the Berlin cultural landscape

7.3.3.1 Most important information in brief

The basis for equal access to cultural life is the structural, staffing and programme-related opening of Berlin's cultural institutions. This also means providing staffing, financial and spatial resources. This is only possible if decision makers representing the providers of funding as well as the cultural institutions become more diverse and include the target groups' experiences and competences in terms of both content and personnel.

7.3.3.2 State of implementation: What is being done

In order to advance the diversity-based development of Berlin's cultural institutions in the areas of personnel, programme and public, the Berlin project office for diversity development "Diversity.Arts.Culture" was established in 2017. The project office also focuses on the supervision of diversity-oriented development of the Senate Department for Culture and European Affairs (with particular regard to personnel and the funding objectives).

7.3.3.3 Need for action: The next steps

Cultural institutions must not only create occupational access, but must also be oriented toward diversity and sensitive to discrimination. The opening of Berlin's cultural landscape

for refugees on staff, in the programme and in the public will only be possible if decision makers representing the providers of funding (i.e. cultural administration) as well as the cultural institutions become more diverse. People with a migration or refugee past should be involved as multipliers, experts and consultants to ensure diversity of perspectives. Berlin's cultural landscape must become acquainted with other types of culture and viewing/listening habits, and promote empowerment along with artistic quality.

Area of action 8: Participation

Leadership of the special task force: Senate Department for Integration, Labour and Social Services

For the social integration and participation of refugees it is important that they are given opportunities to participate and be involved in social matters alongside all other members of the urban community. The objective is for refugees to have a voice on matters and issues that directly affect their lives in Berlin, as well as in other political and social areas in the long term.

Refugees are exposed to heteronomy in many regards and in many situations. The Senate strives to achieve concrete improvements in all areas of action in the Comprehensive Programme as a condition for participation. This also necessitates structural requirements such as accessible, transparent institutions and administration as well as the elimination of discrimination.

In accordance with their importance for integration and participation of all refugees living in Berlin, the objectives and measures described in the Comprehensive Programme are detailed in this area of action, and are broken down and described in the list of measures for the Comprehensive Programme in individual fields. Below is a brief overview of the central objectives and measures.

8.1 Most important information in brief: Facilitating and supporting participation and voice

8.1.1 Increasing accessibility of structures and opening the administration to the needs of refugees

Refugees should be supported in contributing their goals, needs, ideas and knowledge. Administrations and institutions in Berlin will also be developed with regard to diversity-oriented intercultural opening such that these matters are actively inquired about, are listened to, and obstacles to accessibility are dismantled. The various conditions and living situations of refugees – in particular women, children, adolescents, parents with children, LGBTI and people with disabilities – must be considered.

Intercultural opening and the diversity-oriented development of administration will continue as a cross-sectional task to this end. It includes better participation by all people. Training and sensitisation to intercultural competence, gender and diversity as well as participation and measures for preventing discrimination, racism and sexism will be continued, multilingual personnel will be increasingly employed, and multilingual administrative offers and the usage of easily comprehensible language will be expanded. These measures benefit not only refugees or people with a migration background, but rather all residents.

8.1.2 Conceiving and configuring offers for refugees in a participative manner

The Senate strives for participative concepts and participative configuration, especially for offers and measures specifically oriented toward refugees. Women must be given special consideration in this regard, as they are often not reached by offers. Refugees should be increasingly included in needs inquiries, consultations and participation processes before the development of measures as well as during valuation thereof.

8.1.3 Empowerment, information, support of self-organisation, communication and networking

The Senate intends to further improve communication between government and civil society, such as refugee or migrant organisations, so that the target groups' concerns are included in administrative actions and the government has contacts who can convey the perspectives of the target groups.

8.2 State of implementation: What is being done

Existing offers and measures with participative approaches and for promoting participation are described in the corresponding areas of action in the Comprehensive Programme and are funded accordingly by the Senate administrations and the districts. In particular these include measures that refugees implement themselves, or that are implemented by organisations founded by refugees and other migrants. Numerous Senate administration projects also work to ensure that refugees can participate in existing structures.

8.3 Need for action: The next steps

Participation is essentially a cross-sectional topic. Measures for promoting the participation of refugees in all areas of life in the future are thus described in all areas of action in the Comprehensive Programme.

8.3.1 Opening structures, gender-sensitive, diversity-conscious and participative administration

The responsible Senate administrations are assessing whether committees in which civil society is involved, such as state advisory boards, consider the needs of refugees and are open to their involvement. The funding of projects that serve to open associations, volunteer work and cultural projects will also continue.

The Senate strives to expand the multilingualism of the administration and its offers. Easily comprehensible German should be used more frequently in the interest of better accessibility. The responsible Senate administrations are assessing which areas this can be implemented in.

The administration should reflect on its offers and actions, and if necessary change them, and address racism and discrimination in administrative actions in particular, via the establishment of feedback and complaint mechanisms as part of a quality management system in various offices and authorities. In order to achieve improvement of living conditions of refugees in all of Berlin's refugee accommodations, the Senate will introduce an independent, effective, transparent and comprehensible complaint and monitoring management system. (For the creation of an independent complaint centre by the Refugee Management Coordination Unit see Chapter C.2.2.).

When possible and compatible with the respective project goals, participative structures and approaches should be adopted as funding or assignment criteria for projects or providers. Refugees should be included and specifically addressed as a target group for participation processes initiated by the administration.

8.3.2 Needs-based configuration of programmes and measures through involvement and better reaching of the target group

Refugees should have the opportunity to contribute their knowledge, experiences, needs and perspectives in the conception of measures that affect them. The respective Senate administrations are assessing the extent to which and form in which relatives of the target group can be consulted or needs inquiries can be conducted. Refugees should be better informed and specifically addressed through multipliers from the target group as well as guides, mentors and other mediators, both to acknowledge offers as well as to be involved in the planning and, if applicable, implementation. The establishment of feedback mechanisms and complaint structures should ensure that the people addressed by the programme can contribute and also evaluate the needs-based implementation of the measures.

In addition to the existing recommendations for resident participation processes, the Senate Department for Integration, Labour and Social Services, Division for Integration is working with experts from civil society, in particular refugees, to develop a guideline and check lists for refugee participation for administration employees. The respectively responsible administrations are assessing if and for which measures participation formats are pertinent, and are implementing them (with the guideline if necessary).

The Senate Department for Integration, Labour and Social Services will continue open dialogue and administrative consultation processes with refugees. The implementation of the Comprehensive Programme itself should be supervised and further developed through regular technical meetings, workshops, expert groups or dialogues in which refugees are included.

In order to make the consultation offers and access to authorities and public services more accessible to refugees, the reference consultation and consolidated offer overviews of various fields of consultation will be expanded. The *Welcome Center* should be strengthened within the bounds of the available funds. It should expand its activities with visiting consultation and greater presence on social media. A new advisory board should strengthen the welcome structures in the State of Berlin. In cooperation with a civil society association, a state map of consultation offers in the State of Berlin will be created. The Integration Commissioner's consultation centre for migrants and the funding programme "*Migrationsrechts- und Flüchtlingsberatung im Land Berlin, einschließlich der Beratung und Betreuung von besonders Schutzbedürftigen*" (Migration Rights and Refugee Consultation in the State of Berlin, including the Consultation and Support of Vulnerable Persons) will continue to operate.

Cooperation in the state framework programme for integration guides will be expanded in the future. One area of focus is addressing residents for the programme "Berlin Creates New Neighbourhoods" (BENN). In addition, further cooperation with the district offices will be sought. Some guides will also work closely with the State Office for Refugee Affairs (LAF) in the future.

8.3.3 Empowerment, information, support of self-organisation, cooperation, communication and networking

In order to be able to better include refugees' perspectives, knowledge and concerns, and to inform the target group of offers and work methods, cooperation between the administration and refugee organisations and migrants, volunteer organisations, religious and world view communities, or associations must be expanded.

Furthermore, the Senate Department for Integration, Labour and Social Services continues to fund refugee organisations as well as projects and initiatives that strive for social empowerment and qualification of and with refugees. In order to improve the Integration Commissioner's participation and integration programme, the programme dialogue will continue with the providers, which are mostly migrant organisations. The Senate Department for Justice, Consumer Protection and Anti-discrimination is funding a project from the lesbian consultation groups *Lesbenberatung/LesMigraS* to strengthen empowerment of LGBTI refugees and support them in establishing self-help structures. Refugees should be included in the preparation and implementation of thematically pertinent advanced education, events and scientific forums, such as in the role of speakers, moderators and experts.

Resident committees in refugee accommodations should be supported by the accommodation operators. To this end BENN teams are providing support at BENN locations and are constructing further participation structures with refugees and the neighbourhood. Communication appropriate for the target group, and the scope of this communication, should be improved through greater usage of the social media used by the respective target group as well as multipliers from the target group. The individual Senate administrations are assessing which measures this is sensible for.

The Senate administration responsible for women and equality promotes the networking of women through the Women's Welcome Bridge, thereby creating room for exchange and information with the goal of integration and participation.

In 2018 the Senate Department for Integration, Labour and Social Services will make greater use of the federal volunteer service *Bundesfreiwilligendienst* (BFD) with the objective of refugees acquiring professional experience and becoming more dedicated to the common welfare.

Area of action 9: Security and promotion of democracy

Leadership of the special task force: Senate Department for the Interior and Sports

The Senate, in particular the Senate Department for the Interior and Sports, intends to ensure the security of all refugees, take violence prevention measures to protect refugees and combat radicalisation of refugees through projects and measures. In addition, projects for promoting democracy will be strengthened and further developed through the *Landesstelle für Gleichbehandlung – gegen Diskriminierung* (LADS).

9.1 Safety for refugees

9.1.1 Most important information in brief

Refugees must be protected from group-based misanthropy³⁵ and the resulting animosity. These may come from outside as well as from other refugees. That is why measures for preventing anti-Muslim racism (Islamophobia or hatred of Muslims) and right-wing extremism must be conducted as well as measures for protecting refugees from violence and threats on the basis of their ethnic and religious background or identity stemming from other asylum seekers, other groups or migrants and the local population.

The protection of vulnerable refugees, such as women living alone, LGBTI or ethnic and religious minorities against homophobic and transphobic violence as well as gender-specific or religious and ethno-chauvinist violence must be ensured.

9.1.2 State of implementation: What is being done

The Senate believes that safety is a major component in the integration of refugees. In this regard there are differences between the individual safety of refugees, needs for physical safety, safety in the public space, safety of refugees in correctional facilities, and the cross-sectional topics of safety for LGBTI refugees, safety for women and protection against discrimination and group-based misanthropy, among others.

The Senate of Berlin counteracts animosity and discrimination as part of its state programme *Demokratie. Vielfalt. Respekt. Gegen Rechtsextremismus, Rassismus und Antisemitismus*³⁶.

With regard to animosity against refugees the state programme offers consultation services for community-based intervention and prevention in the receiving society and promotes measures for strengthening democratic action competence in organisations and social spaces. Furthermore, the Senate Department for Justice, Consumer Protection and Anti-discrimination/LADS strengthened and expanded measures for victim protection and consultation of LGBTI refugees.

The Senate Department for the Interior and Sports also works with the Berlin police department to ensure that racial profiling is prohibited in police measures like personal checks, investigations, monitoring and identity checks. This ensures protection against arbitrary suspicion, the suspension of fundamental rights and racist assessments of entire groups of the population due to the acts of a few.

One central point is clarification and consultation for refugees, employees and the population in the living vicinity of accommodations with regard to safety in general, everyday actions. The resolution of criminal aspects that concern life in Germany is also important for the target group. The police provide a range of measures coordinated for the target group in this regard.

9.1.3 Need for action: The next steps

In youth welfare offices, schools and other public institutions, systems for reporting and processing cases of discrimination and violence as well as problems in the development of young people have been established. Registration and victim consultation centres in Berlin

³⁵ Further information on the concept and analysis framework *Gruppenbezogene Menschenfeindlichkeit* can be found at: www.bpb.de/politik/extremismus/rechtsextremismus/214192/gruppenbezogene-menschenfeindlichkeit

³⁶ The *Landesprogramm* is a funding programme by the Senate Department for Justice, Consumer Protection and Anti-discrimination and is implemented by the *Landesstelle für Gleichbehandlung - gegen Diskriminierung* (LADS).

also ensure the recording and processing of politically motivated cases of discrimination and violence.

As part of the Comprehensive Programme the actual opportunities and access thresholds for the usage of these and other structures for new migrants (in particular refugees) and professionals who work with them, as well as the conciliation of reporting and processing procedures with regard to discrimination, acts of violence motivated by prejudice and cases of radicalisation are to be assessed, documented and, if applicable, readjusted.

Furthermore, the inclusion of Muslim actors is necessary in order to obtain better access to the target groups through them. It is thus encouraged that Muslim actors be cooperatively involved during the entire strategy and concept development process.

The normal structure is responsible for ensuring the safety of women living alone, LGBTI refugees and families in the accommodations in particular via suitable measures within violence protection concepts (see cross-sectional topics LGBTI and women). These are to be configured such that, from the structural requirements of the accommodations and from conception onward, they are suitable for preventing violence and responding quickly and professionally to incidents of violence in a manner appropriate for the respective needs. The operator contracts revised between the State Office for Refugee Affairs (LAF) and the responsible special administrations, in which violence prevention aspects are considered with regard to physical and staffing characteristics, and in which violence protection concepts are stipulated, provide a good basis to this end.

9.2 Prevention of radicalisation and violence as well as strengthening resilience of refugees

9.2.1 Most important information in brief

Because of their living circumstances refugees are exposed to special (mental) strains, and are thus susceptible to being approached by jihadist-Salafist messages on social media, through personal contacts, and increasingly in accommodations and correctional facilities. Refugees must thus be immunised against Islamist attempts at recruitment.

Parallel to this, professionals and employees and other multipliers working with refugees must be sensitised and trained so that tendencies of violence and radicalisation can be recognised and halted on time.

Deradicalisation of already radicalised or at-risk refugees

The potential number of people within Islamist groups and religious extremism continues to grow, according to intelligence from Berlin's *Verfassungsschutz*. This highlights the need to meet with at-risk (young) people or those already undergoing radicalisation with deradicalisation measures. The objective is to implement distancing and deradicalisation processes early on in order to prevent further radicalisation and to support and supervise exit processes. Relatives and other people within the respective social environment are also involved.

The deradicalisation measures already taking place should thus be continued. In doing so, the measures should also consider the target group of unaccompanied minor refugees. This group is particularly vulnerable and at risk due to traumatic experiences.

9.2.2 State of implementation: What is being done

Various groups of refugees are addressed in the configuration of preventive measures for the prevention of violence and radicalisation: unaccompanied minors, usually male refugees as well as women or girls. Furthermore, measures for sensitisation, advanced education and consultation of professionals, parents and relatives, and individual consultations for refugees, are also promoted.

The Berlin state programme *Radikalisierungsprävention* (Radicalisation Prevention) was drafted in 2016 in order to take a united approach against the danger of jihadist-Salafist radicalisation. The task of making decisions and steering was transferred to the interdepartmental state secretary committee *Landeskommission Berlin gegen Gewalt* (Berlin State Commission against Violence) The office of the *Landeskommission Berlin gegen Gewalt* is responsible for the implementation and coordination of the measures. The *Landeskommission* is also responsible for strategic concept and project development for preventing Islamism. The central objective of the state programme is the effective prevention of radicalisation and the deradicalisation of already radicalised adolescents and young adults through the funding of corresponding initiatives, projects and measures. This also includes networking of the governmental and civilian actors relevant or already active in this area.

Furthermore, individual projects contribute to the development of a joint understanding of values, in particular among youths, and the most conflict-free possible coexistence of people within our city. Social space-oriented projects in particular offer low-threshold offers for integration and participation. Lack of orientation and perspectives among refugees should thus be avoided, and potential susceptibility to religious extremism prevented.

The consultation centre *KOMPASS –Toleranz statt Extremismus* (Tolerance instead of Extremism) was established in April 2015 for the deradicalisation of adolescents and adults at risk of radicalisation or who have already been radicalised. The task of the mobile consultation and intervention team is to approach at-risk adolescents and adults and to initiate exit processes. The supporter of KOMPASS, Violence Prevention Network e. V., provides an offer geared toward refugees consisting of measures for prevention, intervention, deradicalisation and accompaniment during the exit process.

In light of the growing number of radicalised criminals and threat of radicalisation processes in the criminal justice system, the criminal justice system is undergoing an expansion of measures for radicalisation prevention and deradicalisation under inclusion of the social justice, court and parole assistance services. In addition to this multipliers from criminal justice and parole assistance receive topic-specific and needs-based advanced education offers. This topic was also included in the basic education of the general criminal justice service.

The Senate has also established accommodations for persons likely to threaten public safety for whom there is an imprisonment order in place to ensure deportation. These special accommodations are a major contribution from the State of Berlin toward increasing domestic security and thus the protection of democratic freedoms and rights for all people living here.

9.2.3 Need for action: The next steps

Measures for preventing radicalisation and violence as well as strengthening the resilience of refugees are central aspects in the task of ensuring the safety of refugees and combating

the dangers of radicalisation.

Unaccompanied, young refugee men in particular who are at least 19 years of age and have thus left the special protection of youth welfare assistance are more susceptible to the risk of aligning themselves with groups that stand out for their strong cohesion, such as organised criminal structures or Islamist groups, due to the lack of follow-up care.

Prevention for this group of people must begin earlier. The establishment of at least a low-threshold bridging offer following youth welfare assistance must be ensured.

For at-risk or already radicalised refugees in prison it is necessary to provide special preventive offers within the correctional facility. Measures for the prevention of radicalisation and deradicalisation directed toward refugees and employees in the Berlin correctional system should thus be continued and expanded accordingly.

Communication strategies for at-risk target groups must be analysed and continuously developed. The internet and social media play an increasingly greater role in the approaching of adolescents by Islamist extremists. The often highly professional appearances of terror organisations must continue to be combated with measures such as counter-narrative and alternative narrative, for example in the form of videos and information offers appropriate for youth. Social and political issues must thus be increasingly addressed alongside religious matters.

Along with the preventive measures for refugees, multipliers, professionals, trainers, teachers, volunteer coordinators in the accommodations, and other people from the refugees' social environment must be sensitised and trained in order to recognise potential tendencies of violence and radicalisation early on.

Deradicalisation of already radicalised or at-risk refugees

A mobile consultation and intervention team quickly approaches at-risk young people in the environment of Islamist extremism on site and initiates processes for exiting an ongoing radicalisation process.

The risk of recidivism is especially great among those who have already left and have exhibited disengagement from Islamist views if no professional and social resocialisation occurs. As a result, the deradicalisation work should be expanded to cover continuous support offers. Furthermore, the continuation and strengthening of cooperation between the various actors is especially important in combating radicalisation processes.

9.3 Promotion of democracy

9.3.1 Most important information in brief

The promotion of democracy is based on strengthening political involvement as well as promoting democratic and human rights-oriented attitudes and behaviours. The objective is a balanced ratio of participation offers and offers for prevention. Political participation is successful when people are addressed as residents with a voice. The goal is a paradigm shift: refugees and other migrants are to be addressed as political actors, not as recipients of aid. They have political experience in their countries of origin, have developed values and want to assert their own, specific interests politically. Democracy lives from the diversity of perspectives and interests that are contributed to the political discourse (see Chapter F.3). There is a close relationship between the strengthening of political participation and successful integration. For this reason it is being assessed how the political system can be opened up to people without EU citizenship. This concerns elements of direct democracy,

such as citizen desires and decisions at the district level, as well as the communal right to vote for all non-EU foreigners. In addition, obstacles to involvement in participative forms of democracy must be decreased, and participation through political education offers and democratic / human rights orientation must be strengthened as important elements of the promotion of democracy.

Offers of political education for promoting political participation are thus directed not only toward refugees, but also toward those who are already living in Berlin in order to be able to develop a shared perspective. Along with the imparting of fundamental knowledge about the state and society, political education also includes promoting the ability to reach one's own justified political conclusions and to become capable of political action.

Participation, involvement, democracy and human rights will become consistent structural principles for all offers for refugees.

9.3.2 State of implementation: What is being done

The promotion of democracy has not yet been a primary focus of refugee integration policy due to urgent existential questions. However, the promotion of political participation has a key function in a longer-term strategy of participation and integration.

9.3.3 Need for action: The next steps

There is great overall need for offers of basic democratic education directed toward various groups in Berlin's urban community.

The Senate intends to involve refugees in existing offers of democratic promotion. This is in accordance with the goal of promoting participation rather than creating special structures. In order to integrate refugees' perspectives into the offers of political education, the *Berliner Landeszentrale für politische Bildung* (Berlin State Centre for Political Education) can qualify refugees themselves as political education trainers. For this purpose, existing and new self-organisations of migrants and the support of tandem cooperation with political education organisations through corresponding funding will be strengthened.

In order to reach as many people as possible from the very heterogeneous group of refugees, offers for the promotion of democracy will be integrated into normal offers for refugees, in particular those for language education, and the school offers (at all levels, including upper levels centres). Further qualification offers for course leaders and teachers necessary for this will be established. The establishment of a "political participation" offer at adult education centres is being assessed. A task force led by the Berlin State Centre for Political Education will be employed for this purpose.

The heterogeneity of the group of refugees must be appreciated. In light of the special requirements of individual groups of refugees, specific offers are being developed for them, such as the offer of a mentoring programme for refugee women.

The promotion of democracy in the context of flight also means strengthening offers for the receiving society. Both governmental actors from policy and administration as well as actors from civil society and participation structures require support to be able to constructively and sensitively address the challenges. More offers for processing resentment and anti-democratic attitudes in the receiving society are also required. Integration only functions as a mutual process. This also includes questioning values, initiating dialogues on this topic, and appreciating diversity as a form of enrichment.

A strategy for opening normal structures and their offers to refugees is required, such as

making normal adult education offers at the VHS more attractive to refugees. Meeting spaces for discussing the joint shaping of the local community between the receiving society and migrants will be created. Elements of such an opening include sensitisation to specific experiences, needs, interests and topics of various groups of refugees, as well as corresponding language skills. A "reflection index" will also be created to support the dismantling of access barriers and promoting the development of multi-perspective dialogue offers through reflection on one's own values, structures and processes. So that refugees' perspectives remain part of the political public, it is necessary to use the reporting opportunities of journalists in exile in Berlin and to support actors accordingly to contribute to an expansion of perspectives.

E Interdepartmental topics

This section will summarise topics that are addressed in multiple task forces and at numerous dialogue events. The Senate will process these topics interdepartmentally.

1. Intercultural opening

The objective of intercultural opening is standardised in the *Gesetz zur Regelung von Partizipation und Integration* (Regulation of Participation and Integration Act) and constitutes a central component of Berlin's integration policy. The legislation is primarily directed toward the administration: all administrative units and authorities, direct state public law entities, establishments and foundations as well as companies with the State of Berlin as majority shareholder are obligated to ensure equal participation of people with a migration background and intercultural opening within their own scope of responsibility. These requirements are also of central importance in this concept. Authorities should orient the observation of their responsibilities in a manner appropriate for the needs and target groups, and must be sensitive to the perspectives and concerns of refugees. This should be given greater consideration in the future when hiring new personnel, using comprehensible language and ensuring multilingualism. It will be ensured interdepartmentally and across all areas of action that no parallel structures for refugees are established, but rather the normal offers are (re-)structured in such a way that refugees can participate in them.

2. Linguistic mediation

So that migrants have structurally equal access to all state services and political bodies in the interest of intercultural opening, the offer of comprehensive language mediation must be assessed. Misunderstandings have far-reaching ramifications for people affected, in particular in sensitive areas such as health and justice. In this regard, corresponding requirements must be made for the language mediation such as diversity and LGBTI competence, knowledge of the usage of anti-discriminatory language, etc. The districts, the Senate administrations and their subordinate authorities, as well as the federal government, are currently working to ensure the necessary language mediation.

For example, the consultation offers implemented or funded by the Senate are multilingual as a rule. The districts also finance many language mediation services for a variety of topics in many areas with funds from the Integration Fund (see also Chapter B.2).

To cover any further need for language mediation the Senate is interested in providing unbureaucratic and feasible solutions and further developing the measures accordingly.

3. Project funding

Numerous projects and measures financed by the Senate administrations were specially conceived for refugees over the past three years, or existing measures were revised to facilitate participation for this target group. Furthermore, with the Integration Fund supplied with funds from the Master Plan for Integration and Safety, 450 projects were funded by the twelve district administrations between June 2016 and June 2018 that promote participation by refugees. The requirements specified in the task forces and at dialogue events can be summarised into five needs.

Access to the individual projects should also be ensured through a target group-appropriate approach to refugees.

(Support) structures and information should be made more transparent. Furthermore, more consultation on the topic of project funding is required in order to promote low-threshold access to the topic and thus in order to more specifically address established and new organisations.

Future project objectives should always be configured in a participative manner and should better ensure longer-term planning security and continuity.

Existing city-wide needs should continue to be addressed and identified with involvement from the district-based actors in order to accelerate the effective implementation of measures with city-wide importance.

The added value of the project funding should be more comprehensible for residents in the future, as well as visible and tangible.

It must also be assessed whether a central structure at the state level should be established that is available to and advises Berlin administration employees as well as the city population.

4. Birth month regulation

At the dialogue events and in individual meetings of multiple special task forces, various external actors criticised the "birth month regulation" pursuant to No. 4 para. 3 of the implementation regulations for local responsibility of social assistance as per SGB XII (*AV Zuständigkeit Soziales*). According to this regulation, the local responsibility of the district offices for social assistance services for persons without legally registered residences in Berlin is based on the respective person's birth month. This includes refugees until the legal decision on their asylum application as well as persons authorised to receive services as per SGB II, SGB XII and AsylbLG. The birth month regulation results in disproportionate added strain on the district office in Mitte, which is locally responsible for persons born in January, as in many countries of origin it is customary to specify 1 January as the date of birth.

The *Landesarbeitsgemeinschaft der Integrationsbeauftragten* (State Commission of the Integration Commissioner) thus argued for the transition to the residence principle for local responsibility for persons with changed status who are accommodated for a longer period and who receive assistance from social living services in the districts, for integration purposes.

The Senate Department for Integration, Labour and Social Services is currently working with all parties involved on a sustainable, city-wide solution.

1. Vulnerable groups

Vulnerable persons are defined in the Comprehensive Programme, in addition to the groups of persons specified in Directive 2013/33/EU (minors, unaccompanied minors, people with disability, elderly people, pregnant women, single parents with minor children, victims of human trafficking, people with severe physical illnesses, people with mental disorders and people who have suffered torture, rape or other severe forms of mental, physical or sexual violence), also include LGBTI persons (i.e. lesbian, gay, bisexual, transsexual, transgender and intersex people) as well as women fleeing alone or living alone in Berlin (more information in A.14).

The integration of vulnerable persons is a city-wide cross-sectional task that covers all areas of action in the Comprehensive Programme. In order to more strongly support their social participation, measures that cover all areas of action must be implemented.

LGBTI refugees have often not only experienced reprisals, discrimination and violence in their countries of origin, but also during their flight in particular. After arriving in Berlin they are still faced with specific challenges, which is why needs-based support and protection are required. The individual needs may vary widely and chiefly concern the asylum process, accommodations, and medical care or therapy. Because of the special situation faced by LGBTI refugees, the State of Berlin was presciently the first federal state in Germany to recognise the vulnerability of LGBTI refugees as per Directive 2013/33/EU as early as 2015, and continues this in the current Comprehensive Programme for Integration and Participation.

The Senate has thus also made it its goal to create better prospects for LGBTI refugees in order to facilitate equal participation for them in all areas of life. This means that authorities consider the specific situation and special requirements of LGBTI refugees in their actions and combat any form of discrimination on the basis of sexual orientation and gender identity, and provide specific support, care, security and protection due to the special situation of LGBTI refugees. LGBTI refugees should be aware of and make use of the specific offers in the areas of care, health and education.

Along with the measures already implemented with the Master Plan for Integration and Security, the safety of LGBTI refugees should also be ensured in the future through, for example, violence protection concepts and a contact in the accommodations. The guarantee of non-discriminatory treatment, such as by language mediators and security services, must be ensured. Advanced education and sensitisation to LGBTI must ensure in the medical field and at the district level that full participation in the health care system and in the social space is possible.

The Senate also intends to create better prospects for **refugee women**. This group includes people affected by gender-specific violence, human trafficking or other severe forms of violence. Women living alone, including in Berlin, are not infrequently subjected to gender-specific violence. The Senate of Berlin's objectives in this regard are the consideration of the special requirements of refugee women in official actions, their integration into the normal care, health and education structures, and their social integration and participation in all areas of life.

The Senate emphasises the continuation of non-governmental support offers, the advancement of sensitivity within authorities, and the assurance of space and staffing

configuration for the community accommodations as examples of protection of privacy and protection against violence. Intercultural opening of the health care system and other normal services, sustainable and nuanced measures for promoting language acquisition, supporting offers for labour market integration, and the promotion of housing in one's own living space are also emphasised as expedient measures for the equal participation of refugee women.

Accessibility is another cross-sectional objective. The measures for participation and integration described in the Comprehensive Programme must thus also be findable, accessible and usable for **refugees with disability** in the normal fashion and without any particular difficulty and without assistance from others. If this is not the case in a specific instance, reasonable precautions must be taken to eliminate discrimination of refugees on the basis of disability.

The special need for protection of **elderly refugees** (> 65 years) will also be considered, and stems from limited mobility or lack of social participation, among other things. There should be a good connection to the urban infrastructure through the accommodations, and access to linguistic and cultural mediation should be available. Specific requirements for medical treatment and therapy, which require competences such as intercultural skills and linguistic mediation in the medical field, are also present. Families also hold potential for support. The opening of the normal structures through intercultural exchange is to be welcomed. Needs-based, environment-oriented language course formats for the elderly in the vicinity of the district should also be offered.

One objective of the State of Berlin is to offer **unaccompanied minor refugees** staying in Berlin extensive protection and support. If a child arrives without guardians or caretakers, the child is considered unaccompanied and is brought into the custody of the State Youth Welfare Office (further information in D.4.2b).

2. Antidiscrimination

Cosmopolitanism, tolerance and mutual respect are important in ensuring that coexistence is possible. However, refugees are exposed to special risks of discrimination in many areas of life.

Of course the legal discrimination protections of the *Allgemeines Gleichbehandlungsgesetz* (General Equal Treatment Act) also apply to newly arrived persons as well as refugees who have been living here longer. Berlin's antidiscrimination policy thus aims for refugees to be aware of their legal protection against discrimination, to utilise it and to seek consultation if needed. Specific measures include multilingual information, consultation and support offers, and the further development of the LADS campaign "*Diskriminierung hat viele Gesichter – Gleichbehandlung ist Ihr gutes Recht*". (Discrimination has Many Faces – Equal Treatment is Your Right).

Yet the Senate of Berlin not only supports refugees in exercising their rights, but also sends clear signals to the majority society that discrimination against refugees will not be accepted. Employees of administrations and authorities of the State of Berlin, as well as all facilities under the purview of this concept, should be trained and sensitised accordingly. Along with antidiscriminatory conduct, the opening of administrative structures also entails a dismantling of structural discrimination and disadvantage.

3. Religion

The various religious and world view communities in the city were particularly involved in volunteer work for the initial reception of refugees, and remain important actors in the integration and participation of refugees. They are perceived by many refugees of faith to be safe spaces, and are also important points of contacts in cases of trauma, family problems or conflict situations. This especially applies when the members of these institutions have a similar cultural background, speak the same language or share a history of migration. The communities play a key role as contacts and bridges into the receiving society, and also strengthen the empowerment of refugees and can mediate in conflict situations. These integrative competences should also be utilised accordingly. The Senate of Berlin strives to consistently involve religious and world view communities in the networking with other actors who work with refugees.

Exchange in a multireligious and multiethnic city such as Berlin leads to a welcome religious sensitivity among many Berlin residents. However, there remains occasional ignorance or uncertainty when addressing religious needs. Conversely, refugees are also sometimes unaware of the religious freedom stipulated by German law and which forms an important basis for tolerant coexistence in a diverse society. In this regard there is a need for forums for systematic discussion and mutual imparting of information and understanding, which all communities must be involved in.

4. Civil engagement

Dedicated Berlin residents have eased the start in Berlin for any refugees, especially since 2015, and have combated the hatred of migrants incited by some groups with humanity and solidarity. This has strengthened social cohesion. For many refugees the volunteers were important companions through everyday life who gave them access to social participation – for visiting government offices, searching for a flat or finding apprenticeships and jobs. The range of dedication by volunteers is and remains invaluable to Berlin as a cosmopolitan city. This dedication can be initiated and facilitated through full-time structures, but not performed by them. Yet volunteering should not and cannot replace full-time work in the long term. That is why the Senate has developed various full-time programmes and measures that cooperate with volunteers.

Staffing in the accommodations as well as in the public and social institutions in the vicinity of the accommodations was the initial priority. Volunteer coordination for refugees here should be professionally organised. The establishment of the programme BENN (Berlin Creates New Neighbourhoods), the *Willkommenskultur* projects (Welcome Culture (Wikoku)) and *Lebendige Nachbarschaft* (Living Neighbourhood (LeNa)) are also referred to. The proven decentralised structure of the district volunteer and refugee coordination plays an invaluable role in the organisation and coordination of social space integration, and will be secured in the interim. With regard to the challenges of willingness to get involved in various ways in the districts, the Senate will expand its cooperation with the districts. Furthermore, the knowledge and competences of migrant organisations should increasingly be involved in the future. The expansion of district volunteer agencies should prevent double structures and expand synergies. Refugees should be acquired as a new target group of volunteer engagement, and awareness should be raised for current efforts by migrants.

G Implementation of the Comprehensive Programme

1. Learning refugee policy: Observing and measuring success factors for integration

The implementation of the Comprehensive Programme will be monitored. This should serve to document the substantial state of implementation of all measures of the Comprehensive Programme as well as the usage of resources (usage of funds). The respective Senate administration responsible for the measures listed in the Comprehensive Programme will retrieve the data for purposes of the monitoring, evaluate them and, if needed, readjust them. The data will also regularly be transmitted to the Senate Commissioner for Integration and Migration for reporting. The monitoring inquiries will also be issued throughout the year, with priority over the usage of funds.

In order to present the living situation of refugees and their placement in the majority society, the additional documentation of qualitative indicators is required. The Senate will thus also establish interdepartmental focus groups in agreement with the responsible Senate administrations to accompany the monitoring of individual topics, which will be used to observe the effectiveness of measures in important interfaces that cannot be sufficiently illustrated through data retrieval alone.

2. Reporting on the implementation of the measures

Starting on 30 September 2020, the Senate will report to the Berlin House of Representatives twice annually on the implementation and continued development of this Comprehensive Programme. This report will include the implementation of the solution approaches listed in the Comprehensive Programme. The report will also include a presentation of the pertinent financial disbursements through funds provided by the Senate. Furthermore, in the interim years the Senate will create a brief report on the implementation of the measures. The first brief report will be issued in 2021 with data from 31 December 2020. The brief report is based on the monitoring described in item 1; it will describe the usage of funds and include a position on the funded measures. The reporting will be coordinated by the Senate Commissioner for Integration and Migration. The respective administration is responsible for the implementation of the respective measures.

3. Monitoring the implementation of the Comprehensive Programme

3.1 Steering committee

The State Secretary Conference will employ a steering committee coordinated by the Senate Commissioner for Integration and Migration. It consists of the Senate administrations responsible for implementing measures for refugees, including representatives of the cross-sectional topics, as well as two district representatives appointed by the mayors council. External experts can be included once annually. The committee should draft recommendations for implementation and further development of the Comprehensive Programme and convene twice annually. The committee drafts its bylaws.

3.2 Public and urban community involvement

The Senate will transparently involve the public in the implementation of the Comprehensive Programme:

in interdepartmental cooperation through subject workshops on important topics of the Comprehensive Programme, such as developing prospects for staying, access to education/employment/housing, and coexistence in neighbourhoods and in the social space, through public discussion events (dialogue events), and through creating the drafting and implementation process on the website of the Senate Commissioner for Integration and Migration, including publication of subject-specific positions on the Comprehensive Programme.

H Financing of the Comprehensive Programme

The Comprehensive Programme represents the Senate's priorities with regard to refugee policy. The Comprehensive Programme contains specific directives for administrations in the form of solution strategies and measures. In order to achieve these objectives, fiscal feasibility must be consistently ensured through the recommended solution strategies and measures.

Measures for implementing the Comprehensive Programme for the Integration and Participation of Refugees will be further financed with an additional 75 million euros annually in the years 2018/2019, and have been decentrally represented in the special departments since 2018. Readjustments are possible within the bounds of the available funds and, if applicable, must be conducted through a change in priorities. The financing and the scope of measures as of the year 2020 will be reassessed during the planning schedule in 2020/2021. The following overview shows the estimated Master Plan funds of the individual plans. Upon passing of the Comprehensive Programme the Master Plan funds will be listed as additional funds for implementing the Comprehensive Programme. More comprehensive documentation of budget funds that the Senate employs for the participation and integration of refugees is planned for the monitoring. The process for such comprehensive monitoring must be coordinated with the Senate departments subsequent to the decision.

Area (Senate Department)	2018 budgeted funds for continuing measures in the Master Plan	2019 budgeted funds for continuing measures in the Master Plan
	In TEUR	
Health, Care and Equality	800	817
Education, Youth and Family	20,162	20,266
Urban Development and Housing	4,500	4,500
Interior and Sports	4,005	4,005
Justice, Consumer Protection and Anti-discrimination	900	900
Senate chancellery – Science and Research	898	900
Integration, Labour and Social Services	18,199	18,195
Culture und European Affairs	1,300	1,300
District neighbourhood programmes	9,200	9,200
Total Senate departments and districts	59,964 approx. 60,000	60,083 approx. 60,100

15 million € not yet listed in the above table of the budget schedule from the Senate

Commissioner for Integration and Migration have so far been planned for the target group of unaccompanied minor refugees.