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Commissioner for Integration and Migration of the Senate of Berlin (Ed.)

Encouraging Diversity – Strengthening Cohesion

Integration Policy in Berlin

LYN

The Commissioner for Integration and Migration of the Senate of Berlin

Encouraging Diversity – Strengthening Cohesion

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Annex:
Area of responsibility of the Commissioner for Integration and Migration of the Senate of Berlin

Official Homepage: <http://www.integrationsbeauftragter-berlin.de>

Preface

The year 2005 marks a turning-point in the history of the German immigrant society. After long and fierce debates, the Immigration Act came into force on the 1st of January. Thus, a new instrument has become available to sketch the reality of immigration and integration in Germany. With no exception for Berlin, the Immigration Act is a political challenge, because the daily work in and with the immigrant society is performed in cities and municipalities and the key parameters of integration are defined at local and regional levels. As German capital, European metropolis and city of immigration, Berlin plays a special role here. The ever more pressing problems, both for Germany and Europe, with regard to the integration of immigrants, formulation of the future immigration policy and recognition of the plurality of the immigrant society accumulate in Berlin.

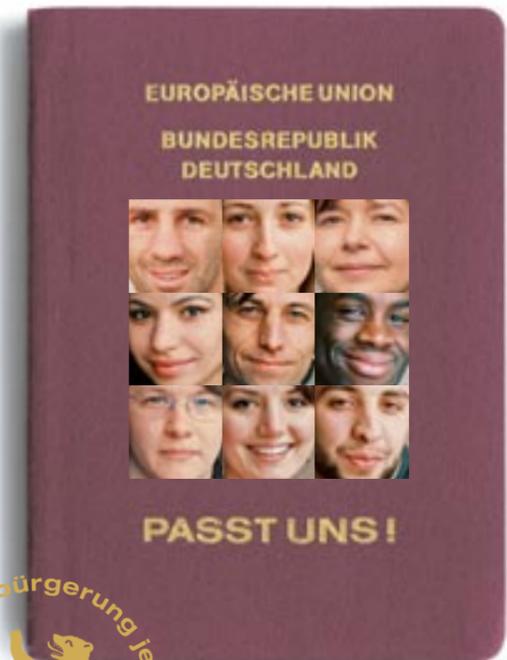
In 2005, the Senate of Berlin released two papers, which pointed the way for the future of the integration policy in Berlin: In spring, the Commissioner for Integration and Migration of the Senate of Berlin published the first comprehensive and commented statistics report on integration and migration in Berlin. In autumn, the Senate presented, for the first time, a concept defining the guidelines of integration policy in Berlin and the courses set for the future, which was envisaged under the overall supervision of the Commissioner for Integration and Migration. So far, both reports have been available in German only. This article combines the major sections of these two reports. In the first two chapters, the key facts and figures of Berlin's immigration policy will be examined. Chapter 3 analyses the resulting challenges and sketches the guidelines of the integration policy in Berlin, which are being dealt with in Chapter 4 in greater details with examples in several selected spheres of action. The last chapter reviews the principles of the strategic orientation of the integration policy in Berlin.



Günter Piening
Commissioner for Integration and Migration
of the Senate of Berlin

"The German passport has many faces poster of Berlin's campaign for German citizenship. Berlin encourages the naturalization of migrants.

Der deutsche Pass hat viele Gesichter.



Berlin bürgert ein.

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Integration passes through the stomach: Immigration has enriched the culinary landscape of Berlin

The Carnival of cultures in Berlin
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1 Successful integration policy involves those concerned
Integration requires participation. Hence, the integration policy in Berlin is primarily targeted both at the migrants and the majority society. The integration of minorities is promoted by many specific measures, which aim at facilitating their full legal and social equality; and simultaneously, integration also requires the majority society to open up its institutions and procedures to intercultural plurality. New forms of direct participation, like the State Advisory Board for Integration and Migration Issues, incorporate representatives from the immigrant population into the advisory bodies. Integration is a bilateral process, in which migrant organisations perform the hinge function between the minorities and the majority society.

2 Successful integration policy provides access to vocational training, occupation and employment
The success of social integration essentially depends on the participation in working life. This applies equally to the present generations of migrants and their children as well as to the future immigrants. Due to the prevailing difficult economic situation, improvements can be only attained if we pool our efforts together. The full range of instruments for an active labour policy provided by the Code of Social Law III has to be further exploited and become adapted to the target groups. This includes the acquisition of language skills and preparation for the first employment along with the optimisation of conditions for starting up own business. The transition from school to vocational training needs to be smoothed by increasing the participation of adolescents from the ethnic minorities in such training.

3 Successful integration policy redefines the educational role of day care centres and schools
General schools are of utmost importance for the integration of young immigrants. The Berlin Education Act and the concept “Integration through Education” of the Senate Administration of Education, Youth and Sport have set a new course to improve the educational attainments of children and youths, with the following targets: providing purposeful and qualified language lessons in day care centres and schools, raising the rate of attainment of the high-

er school-leaving certificates, stronger inclusion of parents from the ethnic minorities in the education of their children, provision of general information about culture and society of the majority society, development of a school culture with awareness and encouragement for the heterogeneity of pupils and strengthening the social cohesion at schools.

4 Successful integration policy creates a new culture of reception and welcoming
New immigrants should be able to stand on their own feet as soon as possible. Thus, the integration policy in Berlin aims at encouraging newcomers to mobilise their resources and potentials and develop their abilities, in order to be in the position to shape their future actively. The new welcoming culture comprises systematic information for quick orientation and a reliable escort of the integration to better address the new immigrants’ interests, as well as their social and vocational competence. Language skills are the crucial foundation for settling down in the new society and for integration into the labour market. Hence, particular importance is attached in the Senate’s policy to the acquisition of language skills as an essential part of integration.

5 Successful integration policy leads to a new customer orientation in Berlin’s administration and social services
Long-term integration also signifies that those immigrants resided in Berlin should be sufficiently covered by the social welfare and support systems, which enable them to gain equal chances of development. Primarily, this should be achieved by an opening of public services and institutions. They need to be accessible to all citizens in the same way. This entails improvement in their customer orientation and attainment of courteousness towards citizens. Specifically, this applies to migrant-specific administrations (e.g. Foreigners’ Office), the common healthcare system, offers for elderly citizens, as well as social and labour matters. Only in complex cases, where the standard services do not suffice in terms of time and resources, should exceptional offers for immigrants be carried out.

6 Successful integration policy strengthens urban cohesion
The harmony of living together is to be proved in the everyday life. Faced with the diminishing integration potential of the labour market, urban integration gradually gains in importance. In order to counteract social marginalisation and/or to stabilise the social situation in certain districts in Berlin, the Senate implements “The Quarter Management Scheme” in several selected housing areas. In cooperation with the district administrations, neighbourhood centres, facilities and self-aid contact stations in the area are being supported. The diversity and social cohesion in urban space should be promoted through the endorsement of civic commitment, self-assistance, neighbourhood relations and political participation.

7 Successful integration policy requires gender equality
The equal participation of women and girls of the ethnic minorities and their chances to develop an independent and self-determined life are one of the key objectives of the integration policy in Berlin. It encourages the social participation of women and girls in daily life, promotes their integration into the labour market and assures protection for those in confined and/or conflict situations. Protections would particularly pertain to women who are victims of or being threatened by domestic violence and/or forced marriage and want to seek sanctuary. It aims to facilitate self-determination for women of the ethnic minorities, to enable them to lead a life without violence, and most of all to debar any form of violence against them.

8 Successful integration policy recognises Islam and combats Islamism
A city of immigration also subsists on a city of religious diversity. Among all, the Islam receives particular public attention. In accordance with the system of values laid down in the German constitution, the Senate guarantees to all confessions the freedom of worship and the sovereign right to determinate regulations for internal religious matters. The growing significance of Islam plays an initial role in the debate on integration policy. In this respect, Berlin’s integration policy pursues the following three political aspects: firstly, the recognition of Islam as an

equally legitimated religion with the inclusion of the legal and political integration of the Muslims; secondly, the critical analyses in dialogues on all the religion-based and/or culture-based concepts of inequality and freedom limitation, and on the protection from discrimination on religious grounds; and thirdly, the resolute combating of Islamism.

9 Successful integration policy protects from discrimination and promotes democracy
In the long run, equal opportunity and integration can only prevail in places, where discrimination has been combated effectively. Therefore, the protection from discrimination, the fight against extreme right-wing and anti-Semitic violence, also within the immigrant communities, are the original essentials of the integration policy in Berlin. A dual strategy is pursued, which emphasises on the reinforcement of the existing democratic structures of the civil society and simultaneously the full deployment of the police and judiciary options.

10 Successful integration policy avails of its intercultural potentials to enhance the international character of Berlin
Berlin is an open and attractive European metropolis for the international visitors. This world-wide attractiveness could be best elucidated by the approaches of the social intercourse towards plurality and diversity. Both are inseparably linked. An appreciative/accommodating approach of encountering diversity promotes the city’s intercultural competence, liveliness and capacity to act, which in return amplifies the advantages of the city in international competition. Moreover, the internationality of Berlin opens up new ways of living together in the city. The Senate of Berlin sees an enormous potential in the utilisation of culture and science as bridges between Berliners of different origins and international artists or scientists visiting the city. It supports many projects and programmes for cultural and scientific exchange.

11 Successful integration policy bestows prospects upon refugees

Asylum-seekers and refugees, who receive temporary protection from deportation, should be assisted for an independent life. Operated under the national legal framework, the integration policy in Berlin offers these groups of people possibilities for integration. Accordingly, it aims to promote social cohesion in Berlin and acknowledges its commitment and responsibility to human rights. A new life perspective is urgently needed for those asylum-seekers who abide the application rejection; and those refugees who undergo a temporary suspension of deportation due to humanitarian or concrete reasons, both after year-long settlement in Berlin. The new Immigration Act enables the Senate to bestow them upon a new possibility for residence. Especially for the cases of families with children or adolescent refugees, the Senate would fully utilise these new possibilities.

12 Successful integration policy strengthens co-operation and strategic orientation

The profuse variety and interplay of governmental and non-governmental players is one of the strongest components of Berlin's integration policy. The co-operation and strategic orientation of these players towards joint objectives is imperative for the success of integration. This concept of integration is the foundation for a comprehensive strategy, which enables systematic co-ordination between various measures of the Senate administrations and enhanced implementation of the objectives. The definition of realistic aims would be accomplished through a transparent and ongoing reporting system. Co-operation is intensified, above all with the Federal Office for Migration and Refugees, the district administrations and the business community of Berlin.



2 Berlin as a City of Immigration – Facts and Figures



Migration implies also a life in time differences: telephone shop in Berlin

Berlin is in the most populous city of Germany and follows St. Petersburg with the second largest population in Central Eastern Europe.

Some 13.3 per cent of its 3.39 million inhabitants are non-Germans. Besides, there are many immigrants with possession of German nationality, like the tens of thousands of (late-) repatriates from Eastern Europe and Central Asia. According to Paragraph 21 of the Federal Law for Repatriates (BVFG), the *Länder* are obliged to accommodate the (late-) repatriates. The receiving rate for Berlin is being set at 2.7%. From 1991 to 2005, there were about 49,000 repatriates, who are being distributed to Berlin and registered by the Central Registry for Repatriate for the Federal State of Berlin (ZAB). In the history of Berlin, immigration has always played a major role; it was immigration that allowed the city to transform into a European metropolis. This is being well revealed in the contemporary population structure of Berlin. The period after the Second World War was characterised by reverse demographic developments: On the one hand, being the front-line and divided city, Berlin was hit most severely by the demographic consequences of the Cold War. Particularly before the erection of the Berlin Wall, the western part of the city had become a popular destination for internal migration from the GDR. On the other hand, the Cold War and the construction of the Berlin Wall resulted in great loss of population, primarily due to the displacement of companies and their employees to West Germany. Despite some measures of immigration encouragement from the Federal Republic, the negative migration trend in Berlin could not be obstructed in the long run. Hence, the new influx of labour migrants in the 1960s met the demographic demand of West Berlin promptly and facilitated a deceleration in its population shrinkage.

Excursus on: Possibilities for Immigration to Germany/Berlin

Immigration to Berlin is regulated by national and European legislation. On ground of the various lawful regulations, the legal and residence status of immigrants are being categorised into different groups. In order to simplify this complication, six categories of immigration can be summarised: labour migration, family reunion, internal migration of EU citizens, repatriation of ethnic Germans, illegal or undocumented migration, asylum and flight. The re-migration of German nationals from abroad is not being considered as primary immigration and therefore not dealt with here.

The distinction of the various categories of immigration is an intricacy and is usually being further complicated by overlapping. This is particularly emblematic for the labour migration. For instance, the re-migration of German nationals or the illegal immigration is typically generated by aspirations for better employment in Germany (or in the EU).

However, there is a crucial criterion for the distinction: certain groups of immigrants are being legalised as labour force and are subjected to special regulations. First and foremost, this pertains to the significant group of "guest workers" which was recruited between 1955 and 1973. Currently, this category also includes the Green Card holders and immigrants from Central and Eastern Europe who enter Germany on the basis of bilateral agreements as contract workers in agriculture, construction, catering or nursing industry. The Immigration Act, which came into effect on the 1st of January 2005, opened possibilities for highly qualified workers and allowed them to have their dependent family members (parents or children) joining them. Quantitatively, family reunification is one of the most important gates of immigration into Germany.

Citizens of the European Union and their family members enjoy freedom of movement and residency within the EU, without extra application for visa and residence status. They are allowed to reside in other Member States as worker, job-seeker, trainee or self-employed. Nonetheless, the possibilities for nationals of the ten new Member States to take up employment in EU-15 are still restricted. Transitional regulations prevent their unhindered and legal employment up to seven years.

A significant group of immigrants are the ethnic Germans returning from Eastern Europe and Central Asia. As repatriates of German origin (Article 116, Basic Law), they have the right to migrate to Germany upon the approval of their applications. Since 1993, the immigration of ethnic Germans has been almost exclusively dominated by members of the German minorities from the territories of the former Soviet Union (mainly the Russian Federation and Kazakhstan).

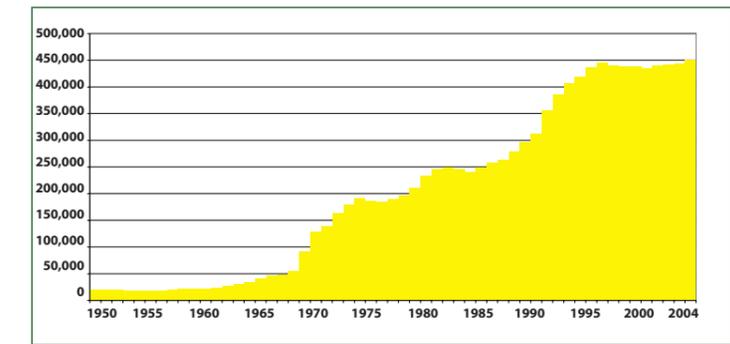
Another gate of entry of Germany is immigration as asylum-seeker or (accepted quota) refugee. In accordance with Article 16 of the German Basic Law, asylum is granted to foreigners seeking protection from political persecution, with an exception for those who could have applied for asylum in a safe third country (such as Poland or France) on their way to Germany. The refugee status is granted either according to international law (Geneva Convention on Refugees) or in compliance with specific national and international agreements on the allocation for certain groups of expatriates (accepted quota refugees). Recognised asylum-seekers are entitled to stay in the Federal Republic, provided that the reasons underlying their asylum application or flight prevail in their home countries. Asylum seekers, who endure an application rejection but are incapable of returning their home countries due to humanitarian or factual reasons, would receive a temporary suspension of deportation.

Another group of immigrants enter Germany either illegally, i.e. without valid entry permit, or legally with a tourist visa, but fail to leave the country on its expiration. They must be differentiated from those immigrants who enter the country with legal entry permit and afterwards being employed on the labour market without proper work permit. Consequently, this group is categorised as illegal immigrants. Both groups are often employed in low-paid and/or unpleasant jobs (like in the agriculture, household, catering industry, nursing care, construction work).

The post-war immigration to Berlin could be divided into four phases: In the first phase between 1950 and 1970, it saw an insignificant number of non-German immigrants in West Berlin. It took until 1970 for the number of immigrants in Berlin to exceed 100,000 for the first time. Only then, immigration by non-Germans to Berlin commenced with intensification. In comparison with the other parts of Federal Germany, this elucidated Berlin's fairly deferred receiving of labour migrants starting merely in the late 1960s. This type of migratory movement to Berlin was confined to the last few years prior to the ban on recruiting "guest workers" in 1973. Subsequently, the number of foreign labour moving from the Federal Republic to Berlin increased. This was attributable to the gratuity from Federal Germany to encourage domiciliary transfer to West Berlin. Immigration from the countries of recruitment persisted predominantly by family reunion, with children, parents or spouses joining their breadwinners in Berlin. In addition, new families were set up with marital partners from the sending countries.

The second, third and fourth phases of immigration to Berlin took respectively for about a decade. In the 70s, there was a tremendous amplification in the number of immigrants, which then being followed by a stabilisation at a higher level. In 1979, the number of non-Germans in Berlin exceeded 200,000 for the first time. From the early to the mid-80s, the number augmented afresh, and remained constant in the second half of the 80s. In 1989, nearly 300,000 immigrants (296,620) were registered in Berlin. In the late 80s, especially after the fall of the Berlin Wall, the renewed increase of non-German population became even more precipitous. Apart from family reunification, asylum seekers from Eastern and South-Eastern Europe as well as civil war refugees from the former Yugoslavia contributed significantly to this increase in Berlin. However, this new immigration was of temporary nature only. In most of the cases, the asylum-seekers were not being recognised and refugees from civil war were being sent back to their home countries after the termination of the conflicts. Starting from 1990 onwards, a new group of immigrants emerged. The Russian Jews immigrated to Germany as recognised refugees on ground of a

Figure 1 Population of non-German nationality in Berlin (1950–2004)



Source: Statistical Office of the Federal State Berlin

quota system. Owing to the overfulfillment of the federal quota, Berlin issued a termination for further admission of Jewish immigrants in November 1990. Since then, Jewish immigrants are only able to immigrate to Berlin through family reunion, which is based on detailed case-by-case examination.

It just took another four years for the population of non-Germans in Berlin to expand for another one hundred thousand (1993: 406,637). After the political transformation of 1989, the population of non-Germans in Berlin was being supplemented by the former contract workers from East Berlin who had been recruited by the GDR from socialist countries such as Cuba, Vietnam or Poland.

After the collapse of the Berlin Wall, there were great anticipations on a possible economic and demographic growth in Berlin, as a result of the relocation of the German capital from Bonn to Berlin and the resumption of Berlin's geographical significance between Eastern and Western Europe. Unfortunately, neither the demographic nor the economic hopes materialised. Quite on the contrary, deindustrialisation extremely undermined the economic potency of the city, while the number of inhabitants diminished due to extensive retreat of German middle-class to the suburbs. Between 1993 and 2004, Berlin's population dropped from 3.47 to 3.39 million. Furthermore, the shrinkage in Berlin's population was essentially attributed to the negative natural population growth with climbing death rate and dropping birth rate. Berlin's population failed to reproduce itself. This shrinkage, however, did not apply to the non-German residents. During the same period, their number increased from 393,000 to 450,900 and thus indicated an evident expansion of almost 15 per cent.

Starting from the mid-90s, the annual statistics have indicated almost no or very tiny increase in the number of non-German residents. On the one hand, this is because of the petite scale of migratory movements; while on the other hand, the effects of the new Nationality Act have become visible since 2000. As a direct consequence of the newly introduced *jus soli* principle, children born to non-German parents would automatically acquire the German nationality (dual citizenship is allowed maximum up to

Table 1 Non-German nationals in Berlin by nationality, which exceeds 500 inhabitants by 31.12.2004

Nationality (Region)	Berlin	Nationality (Region)	Berlin	Nationality (Region)	Berlin
Turkish	118,732	Israeli	2,477	Angolan	1,175
Polish	35,842	Hungarian	2,440	Slovenian ¹	1,108
Serbian, Montenegrin ²	25,149	Korean	2,382	Belgian	1,097
Russian Federation ¹	13,574	Japanese	2,305	Australian	1,097
Italian	13,205	Swedish	2,232	Norwegian	1,084
American	12,138	Syrian	2,091	Czech ¹	1,059
Croatian	11,677	Indian including Sikkim and Goa	2,057	Czech from the former Czechoslovakia ⁴	1,031
Vietnamese	10,858	Brazilian	2,003	Azerbaijani ¹	983
French	10,673	Ghanaian	1,993	Philippine	970
Bosnian and Herzegovinian ¹	10,375	Egyptian	1,810	Georgian ¹	937
Greek	10,171	Danish and Faroese	1,783	Latvian ¹	924
British	8,833	Sri Lanka	1,764	Lithuanian ¹	898
Ukrainian ¹	8,510	Mongolian	1,742	Algerian	886
Austrian	8,213	Irish	1,624	Afghan	790
Lebanese	7,957	Kazakhstani ¹	1,588	Bangladeshi	768
Thai	5,873	Tunisian	1,452	Colombian	760
Chinese, including Tibet and Hong Kong	5,559	Pakistani	1,449	Ethiopian	746
Former Soviet Union ⁴	5,330	Indonesian, including Irian Jaya	1,436	Chilean	713
Spanish	5,201	Canadian	1,384	Mexican	683
Bulgarian	5,146	Cameroonian	1,371	Maldivian ¹	611
Iranian	5,093	Belarusian ¹	1,371	Taiwanese	601
Macedonian ^{1,3}	4,318	Moroccan	1,303	Slovak ¹	580
Swiss	3,715	Cuban	1,254	Kenyan	578
Portuguese	3,259	Finnish	1,243	Mozambican	549
Dutch	3,259	Nigerian	1,211	Armenian ¹	535
Iraqi	2,778	Peruvian	1,210	Argentine	531
Romanian	2,553	Jordanian	1,210		
others	10,086				
stateless	2,066				
undefined	12,822				
other nationalities	56				
Total	450,900				

¹ as long as the nationality is registered
² including former Yugoslavia (Persons, who registered after the formation of these states und could not be further classified to the succeeding states.)
³ temporary expression
⁴ Impossible to classify to the succeeding states
 Source: Statistical Office of the Federal State Berlin

the end of the age 23). Hence, the incessant emergence of new non-German generations is being terminated.

Not all categories of immigrants are being indicated in Figure 1. Temporary immigrants, such as seasonal workers in the construction or catering industry, are being excluded. Besides, neither illegal migrants, whose number is estimated to be around 100,000 in Berlin alone, nor repatriated ethnic Germans from Eastern Europe and Central Asia are represented in this statistic. Thenceforth, the number of immigrants and their descendants in Berlin could be accordingly estimated at about 600,000. This figure includes, however, the children from immigrant families who were born in Berlin before 2000 and are not yet naturalised. For statistical purposes, they are being considered as aliens without naturalisation, even though they

are not immigrants personally, rather the offspring of immigrants.

A striking feature of Berlin's non-German population is their vastly uneven geo-demographical distribution in the city. Further to the conventional East-West division, an immense imbalance in the western part of Berlin is also recorded, mainly between the districts of the city centre and the remaining districts.

The lower rate of immigrants in the eastern part of Berlin still reflects the former division of Germany and the unintended and diminutive character of GDR's foreign labour recruitment. Furthermore, most contract workers were sent back home after 1990. The high concentration of immigrants in the districts of the city centre can be explained by three different reasons: Firstly, despite the sub-standard developments of their socio-economic structure, such districts are more suitable than the middle-class residential areas to become the starting point for the newly arrived immigrants with relatively low-income. Secondly, upon the arrival of the labour migrants from southern Europe, Yugoslavia and Turkey in Berlin, there was ample housing available in these districts at low prices. Moreover, city planners did not counteract this gradual development of immigrants' concentration in the districts. Thirdly, through the settlement and growth in the number of immigrant inhabitants in certain districts, the further concentration of the same ethnic group would then be vastly facilitated by chain-migration. Frequently, the influx of non-German inhabitants to the city centre was accompanied by the retreat of German middle-class to the suburbs, which resulted in a higher comparative concentration of non-German population.

Nonetheless, the new migratory movement starting in the early 90s did not illustrate a similar forceful tendency for regional concentration of immigrants. For instance, the Russian-speaking population as well as immigrants from Poland are distributed somewhat uniformly across different districts. For these immigrants, the definite division between East and West of Berlin does not essentially exist, although certain districts would still be more preferred. Russian-speaking immigrants concentrate extensively in Charlottenburg, Marzahn-Hellersdorf and Lichtenberg, while the Polish immigrants rather prefer the city centre

Table 2 Non-German nationals in Berlin by district by 31.12.2004

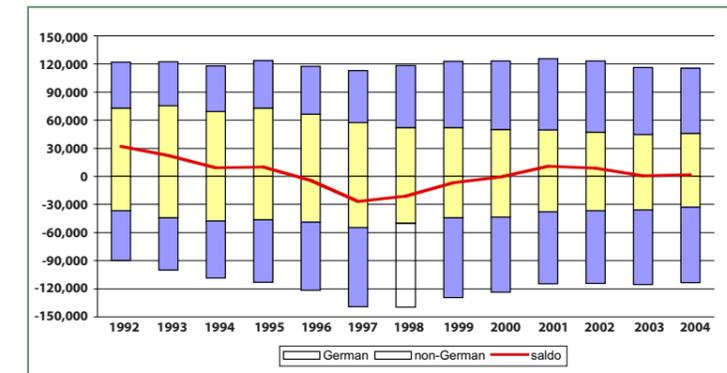
Nationality	others	Turkish	EU-15	Former Yugoslavian	Polish	Russian	Vietnamese	Total foreigner	Total population	Foreigner %
Total in Berlin	137,314	118,732	71,060	48,309	35,842	28,785	10,858	450,900	3,387,828	13.31
There of female	63,763	54,790	30,972	23,515	19,099	16,703	5,670	214,512	1,734,800	12.37
Mitte	27,592	29,695	10,181	9,259	5,700	4,867	1,051	88,345	320,794	27.54
Friedrichshain/Kreuzberg	15,286	22,980	9,700	4,274	2,713	2,069	1,403	58,425	258,494	22.60
Pankow	7,958	869	7,092	912	1,520	2,030	1,007	21,388	350,486	6.10
Charlottenburg/Wilmersdorf	20,778	7,247	12,474	5,146	4,467	5,271	394	55,777	314,712	17.72
Spandau	5,685	7,120	2,767	3,092	2,580	1,464	155	22,863	225,681	10.13
Steglitz/Zehlendorf	11,831	3,355	5,911	2,906	2,941	2,009	146	29,099	288,521	10.09
Tempelhof/Schöneberg	14,355	13,577	8,938	6,056	4,268	3,442	297	50,913	334,380	15.23
Neukölln	16,747	25,786	6,247	10,053	5,005	1,753	443	66,034	305,701	21.60
Treptow/Köpenick	2,515	729	1,009	874	863	1,016	670	7,676	234,701	3.27
Marzahn/Hellersdorf	2,481	385	715	599	704	1,584	1,628	8,096	251,373	3.22
Lichtenberg	6,177	556	2,093	2,189	2,348	2,306	3,398	19,007	257,476	7.38
Reinickendorf	5,989	6,433	3,933	2,949	2,733	974	266	23,277	245,509	9.48

Source: Statistical Office of the Federal State Berlin

of West Berlin or Lichtenberg. As anticipated, the suburbs and middle-class districts, like Steglitz-Zehlendorf, remain quite loosely-populated by immigrants.

Immigrants of Turkish nationality represent the largest group in the non-German population in Berlin, with about 119,000 people. Disregarding the heterogeneous group of the "others", nationals of the EU-15 make up the second largest group (71,000), and followed by immigrants from the former Yugoslavia (48,000). According to the official statistics, about 36,000 people of Polish nationality and 29,000 of Russian nationality (including from the Ukraine and Belarus) reside in Berlin. Nevertheless, the actual numbers of Russian- and Polish-speaking citizens as well as Polish nationals in Berlin are assumed to be higher. Despite the absence of the exact figure, many naturalised repatriates are either Polish- or Russian-speaking. And statistically after their naturalisation, they would no longer be counted as a separated group. Furthermore, prior to Poland's EU membership in May 2004, a large number of illegal / illegally working immigrants in Berlin were originated from Poland.

Figure 2 In- and Out-migration in Berlin, 1992–2004



Source: Statistical Office of the Federal State Berlin

The proportion between immigration to emigration to/from Berlin differed significantly among the German and non-German citizens. Alone in the past 12 years, the city lost about 150,000 German inhabitants principally due to the withdrawal to the neighbouring state of Brandenburg, where land and real estate prices are lower. In contrary, the migratory movement of non-German citizens in Berlin over the same period has resulted in a net gain of ca. 180,000. The immigration of non-German inhabitants to Berlin did not just compensate the net population loss in Berlin, which was caused by the retreat of German citizens; it also solely contributed to the net growth of the city. However, the slight increase in the total population can not reimburse the shrinkage of the entire city. The population growth via immigration is, by no means, sufficient to conciliate the natural growth and entire population loss caused by deaths outnumbering births.



Foto: ullstein bild - COI

3 Basic Conditions and Principles of the Integration Policy in Berlin



Turkish open market at Maybachufer: the ethnic economy bears an increasing significance for the economic life in Berlin

In the previous chapter, we have described to what extent immigration has shaped and will continue to shape the face of contemporary Berlin. The future of the city will significantly depend on the ability to benefit from the achievements of such developments and to integrate them systematically into the entire strategic policy of the city.

There exists a broad consensus¹ that the city needs a vigorous immigration policy to activate its potential for world-wide exchange, to enrich and strengthen its culture, science and economy through the experiences of others, and to empower the ability of its people and position for interculturality. The internal and external excellence of Berlin will considerably depend on its capability to further develop as a city of immigration.

The copious new opportunities emerged along international networking of economic and other interest groups, which supplemented by the opening of interior borders in Europe, are especially advantageous for Berlin. As a doorway between East and West, Berlin benefits in various ways from the economic and cultural openings towards the globe. The globalisation of the economy does not just offer good prospects for companies, but also opens up competition between cities for investments and jobs. Upon the decision for business positioning, cities would be increasingly evaluated according to their international flair, innovation potentials and openness towards the multitude of modern lifestyles.

With Berlin as their abode, the impulses generated by the multitudinous cultures further accentuate the internationality of the city. The Berlin Study of 2000 considers immigration as one of the city's main resources and postulates a *"pro-active immigration policy ... not only because of the substantial changes in population structure... Also, the constant influx of new vivacious citizens is like catalysis for the dynamics of the urban communities and determines the development of Berlin, too. Immigrants, who emigrate on own actuation, tend to be particularly aspiring... They enrich the city not only with their skills, but also culturally. Berlin has become a global player not only with regard to the competition for investments, but also for knowledgeable and active people."*² Berlin is a city with high ability for integration. The scene

of urban normality is created by the living together of people from various social, cultural and religious backgrounds. Urban dwellers and urban institutions have constantly developed particular skills in accepting and respecting diversity. This attitude of placid openness for the different and the new is a cultural treasure of Berlin with distinctive long tradition.

"Diversity means strength" – this principle of a modern corporate culture applies to Berlin as well. Immigrants redound to this strength. Nonetheless, they are by no means a homogeneous group. Their mother languages, religions and lifestyles vary, and especially among the immigrants of the first generation, who were socialised to different conventions and cultures. From generation to generation, such divergences in socialisation processes lose ground; they intermingle with the cultural and traditional aspects of the majority society and lead to the formation of new hybrid cultures, which become the landmark of modern urban societies.

Integration ability jeopardised

"Berlin – a city of immigration with high integration ability" – in recent years, this consensus in immigration policy, which was postulated in the numerous studies on Berlin and accepted as the basic principle in the Senate's policy, has come under pressure. This critical development manifests itself as follows:

- There is a widening gap between the educational qualifications of children of the ethnic minorities and other children of the same age.
- The unemployment rate of foreigners³ in Berlin laid at 46.1 % (June 2005) and thus twice as much as the correspondent rate of the total population (20.8 %). This led to an increasing partial impoverishment of the immigrant population.

¹ see also: The Berlin Study – Strategies for the City (Ed. by The Governing Mayor of Berlin – Office of the Senate), Berlin 2000 (available in German only); OECD Urban Renaissance Study: towards an integrated strategy for social cohesion and economic development, Berlin 2003; Berlin House of Representatives (ed.): Enquiry commission "Local Agenda 21/Fit for the future" – 14th term of office, Berlin 2001.

² The Berlin Study, loc. cit.

Immigrants play a crucial role in Berlin's small trades: Jewish shoemaker in Charlottenburg, originated from Latvia



- A higher intensity for conflicts is being perceived in quarters of the city centre. This includes the frequent ethnicisation of social conflicts as well as the emergence of self-organised living environments evading communication with the "majority society".

Two major causes of this development can be identified:

Firstly, the irresolute attitude towards migration and integration policies prevailed among the federal government over the decades has negative effects. Since the end of the Second World War, immigrants were continuously being taken in and also recruited, however, the German politics adhered for far too long to the paradigm "Germany is not an immigration country". The hesitant steps were only taken to form the general framework for regulating migration and integration, primarily with the reform of the citizenship law in 1998 and the Immigration Act, which came into force on the 1st January 2005. Hence, there is a persistent absence for an agreement about what integration and integration policy should imply. Particularly the educational system failed to react adequately as was revealed by the first PISA study.

Secondly, immigrants were affected in a disproportionately high degree by the deindustrialisation of Berlin, which started after the political changes of 1989, and strongly influenced by the new economic conditions after the German reunification. As a result, the low-skilled jobs ceased to exist, for which the labour migrants once had been recruited. A growing number of immigrants, especially those with low qualifications, found themselves being detached from employment, while the labour market has lost its function as the main motor of integration. The existing integration instruments and structures appeared to be overstrained to counterbalance the negative impacts of this rapid economic change. The resulting problems accumulated in the city centre.

"Encouraging diversity, strengthening cohesion" – the guiding motif of the integration policy in Berlin

The integration policy in Berlin is facing tremendous challenges in respect of the tough economic situations. Negatively, the failures of the past and the current economic difficulties reinforce each other. As long as there are no fundamental changes on the labour market, which also adequately take the low-skilled unemployed into consideration, the risk still prevails, that successes in particular fields of the integration policy would be destroyed anew. In response, this raises the requirements on the integration policy. To be successful in spite of such difficult conditions, an integration policy needs to be long-lasting, determinant and incorporates with a broad range of interrelated policies for equality, which covers strategies of improvement in participation opportunities, to the opening of the civic services and to the development of intercultural competence: a policy, which aims to bring both the migrants and the majority society into the focus, to develop Berlin as a cosmopolitan city and to offset the social and economic disparities.

The guiding motif of such an integration policy is "Encouraging diversity, strengthening cohesion"⁴. Diversity and cohesion are of mutual dependence.

³ Source: Federal Bureau for Labour, Regional Division for Berlin-Brandenburg. The subdivision into the categories "foreigners" and "Germans" no longer reflects the social reality of Berlin as an immigration city adequately. For instance, until the year 2000, all children born to immigrant families were classified as foreigners as long as they were not naturalised, even though if their parents or grandparents had come to Germany some 40 years ago. For statistical purposes, children born in Germany who have never lived anywhere else (second and third generation of "guest worker" families) were regarded as foreigners, whereas newly arrived repatriates are classified as Germans. This makes it difficult to follow the development of immigration and the integration of immigrants over time. To avoid misunderstanding, the current report deals with this situation as follows: The term "foreigner" is reserved for people of non-German nationality. The categories "migrant" or "immigrant" describe people from the ethnic minorities, who either themselves immigrated, or their parents or other family members, as a result of which they are still under the influences of other cultural backgrounds. They may acquire German and/or non-German nationality.

⁴ see also: The Berlin Study, loc. cit.; as well as the reports of the European Committee on Migration CDMG: "Diversity and cohesion: new challenges for the integration of immigrants and minorities", Berlin, 2000

The concept of “diversity” indicates that Berlin is “an urban community comprising copious living circumstances”, which is being defined by the German Association of Cities as a guiding theme. Recognising and strengthening diversity connotes the acknowledgement of the living realities in our environments. In modern society, pluralisation is an irreversible process. The resulting diversity is a social advantage, which also aims at safeguarding the equality in the living and working together of various population groups. “Diversity” cannot be limited to ethnic diversity alone; it stands for the all sorts of divergences in modern urban societies.

“Strengthening cohesion” implies that the bountiful variations in lifestyle and living circumstance in the cities possess concurrently the potential to cause social fractures. Therefore, integration cannot be restricted to an attitude of permissive acceptance towards cultural diversity – even though this is a crucial prerequisite for a successful integration. Instead, it needs to be actively shaped and promoted. The policy of social cohesion aims at preventing a fragmentation in the society. It targets at the general social cohesion and at consolidating the cohesion in everyday life.

Aligned with this background, the term “integration” also has to be defined more precisely: Generally speaking, integration is the opposite of segregation or exclusion. Applied to the concrete living situations, integration means that individuals or groups have the equal opportunities to participate in social life and articulate their interests, as well as being protected from individual or collective exclusion. The creation of equal opportunities is the central element of the integration policy.

Integration is absolutely not to be interpreted as adaptation or assimilation to the existing conditions. On the contrary, integration is a constituent element of urban life and thus, a process mutually embracing the immigrants and the receiving society. The integration process spans across generations, draws in the entire population and takes place in all fields of social life. Therefore, integration is a task of both the policy makers and citizens.

In the course of the integration process, agreement needs to be reached on common integration targets and core values, which being recognised by all citizens as the founda-

tion for living together in diversity. This concord rests solely on the constitution and its core principles: fundamental rights, democracy, the rule of law and the division of powers. Hence, the dialogue between institutions of the receiving society and those of the immigrants (including immigrant organisations and other forms of representation) are of particular importance.

Principles and objectives of the integration policy in Berlin

As described above, integration is a complex process. A one-dimensional integration policy is doomed to failure. Integration policy in Berlin adheres to this principle demurely and acts in the following dimensions:

- social and economic integration: this dimension comprises equal opportunities with regard to access to the key social institutions of the labour market, training market, educational system, together with integration in urban areas;
- legal integration: this dimension comprises the opportunity for political participation through active engagement in political parties or committees, associations and trade unions. It also denotes the access to an affirmed residence status, acquisition of citizenship, exercising the associated rights as well as entitlement to state transfer payments and health care services;
- cultural and social integration: first and foremost, this dimension comprises the acquisition of the language of the receiving society. Besides, it contains factors such as the sense of belonging in the receiving society and in the own group of ethnic origin, the process of identity formation and its resulted prospects. Equal concerns are to be expressed in social activities (leisure time, voluntary work) and the involvement into informal networks;
- intercultural openness of the receiving society: this includes an open, accepting and democratic attitude of the receiving society towards immigrants and the intercultural opening of the administrative and educational institutions.

In these dimensions, the principles of integration policy have been further evolved and refined over the past few years. The essential strategic guiding principles of this re-orientation are:

1. Integration policy is a mainstream task with high priority. It incorporates integration policy issues in the existing programmes, bundles resources and measures and further develops them into specific programmes. It defines the elements for strategic control and makes the effectiveness of the measures visible.
2. Integration policy is target group oriented. It is not rigidly related to the legal status of the immigrants, but pragmatically to their individual living situation. The stronger target group orientation of the integration policy permits a resource-oriented approach with flexible adjustment to the individual strengths and weaknesses of each target group.
3. Integration policy is participatory. It enhances the participation of organisations of the civil society; and through the establishment of networks, it further elevates the efficiency of the activities of NGOs. This is primarily directed at creating better participation opportunities for immigrants at all levels, and provides them access to political decision-making processes.

Speaking about the role and further development of the integration policy of the Senate of Berlin, certain essential spheres of action deserve attentions, where competence of the federal state are limited and/or wholly excluded:

Federation: The legal framework for migration policy is set at national level (increasingly also at the EU-level). Residence law and nationality law are both within the competence of the Federation. Therefore, the federal states are not in charge for certain essential instruments, e.g. for legal integration.

However, with the new Residence Act, which came into effect on the 1st January 2005, the Federation acknowledged its political commitment to the integration policy and preserved key components of the integration infrastructure, especially for the new immigrants. The Act entrusts the Federal Office for Migration and Refugees (BAMF) with the conceptualisation and implementation of the federal integration programmes. Since then, the Office has become a key player in monitoring the integration of new immigrants. Co-ordination between the integration policy of Berlin and the federal structures is indispensable.

Districts: The Berlin Constitution and the Act on General Responsibilities regulate the Senate’s competence in the districts: The Act on General Responsibilities (No. 14 XIV) assigns responsibility for the “integration of ethnic minorities and immigrants” to the central administration”. However, certain obligations of the districts, with regard to integration policy in the above mentioned spheres of action, result indirectly from other tasks assigned or left behind to them (e.g. youth welfare, care for the elderly, health care).

To make genuine progress in the integration policy, all efforts need to be co-ordinated. Guided by its general responsibility for the city, the Senate decided to amalgamate the different competence and approaches and unite them into one comprehensive concept. Here, the non-governmental players are to be extensively incorporated as well. “Integration workshop Berlin” – a description of Berlin’s integration policy in the 1990s – signifies that a large variety of institutions, projects and networks are located in Berlin and for the sake of an offensive integration policy, their resources and competence can be better employed than before. The reoriented integration policy takes up these diverse approaches and diverts them into a comprehensive concept with strong orientation towards well-founded convincing guidelines and unambiguous objectives. It aims at everyone: native citizens, immigrants and their descendants, as well as new immigrants and refugees.



4 Selected Spheres of Action of the Integration Policy in Berlin



Left: Youths in the Berlin district Wedding

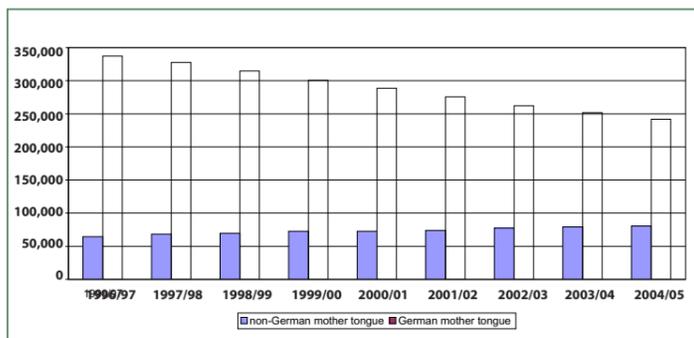


Right: Education is the key to successful integration: schoolyard in the Berlin district Kreuzberg

4.1 Education

The results of the two assessments of the Programme for International Student Assessment (PISA I and PISA II) on the knowledge and skills of 15 years olds in three literacy areas were quite disillusioning for Germany. It showed that the performances and skills of pupils at German schools are just at, and occasionally even below, the international average. Pupils from ethnic minorities were found to have additional deficits, where the German language is not spoken in the family or as their first language. This section of the German population is being excluded to have equal chances and/or opportunities of social advancement. The German proficiency of many children of non-German mother tongue does not even suffice for the primary school enrolment. Children of non-German native language (or nationality) finish school in disproportionately high numbers after the ninth or tenth grade (*Hauptschule* or *Realschule*). Furthermore, the drop-out rate without attainment of any certificate is also much higher than their German classmates.

Figure 3 Pupils of German and non-German native language at general public schools in Berlin (1995–2004)



Source: Senate Administration for Education, Youth and Sport, Berlin

In the school year 2003/04, Berlin's schools were attended by a total of 330,531 pupils, of which 54,537 or 16.5 per cent were of non-German nationality. Classifying the pupils by their native language instead of nationality, it shows that almost 24 per cent or 79,080 pupils at Berlin's schools do not speak German at home regularly. The category language (habitually spoken or mother tongue) represents as a better description, which allows a more significant and intensive analysis as it comprises the neutralised children of immigrant families and the large group of repatriated ethnic Germans, who are generally not German-speaking.

The situations in the districts show very heterogeneous patterns: Central districts, such as Mitte, Kreuzberg-Friedrichshain and Neukölln, display the highest proportion of pupils of non-German mother tongue (45 to 55 per cent), whereas in the eastern districts, less than 10 per cent of the pupils grow up with another first language than German. In the traditional middle-class districts, such as Steglitz-Zehlendorf or Reinickendorf, their proportion remains significantly below 20 per cent. Together with Tempelhof-Schöneberg, the three districts in the city centre mentioned above display the highest relative number of student growing up in multilingual environment. These differentiations would become more evident with a look at the distribution of pupils in the different types of school: In Marzahn-Hellersdorf, the proportion of students of non-German mother tongue in all types of school does not exceed 10 per cent, and in Reinickendorf and Steglitz-Zehlendorf, it never surpasses thirty per cent. In a contrary, the correspondent rates for Mitte, Neukölln and Friedrichshain-Kreuzberg lies at over 70 per cent. Above all, the high concentrations of such students at *Hauptschule* and special schools for children with learning difficulties demonstrate the tendency towards social segregation in Berlin's educational system. This leads to familiar long-term consequences: lack of vocational qualification, high unemployment, lasting dependency on social welfare and reproduction of the reliance on state transfer payments from one generation to the next. German and even some non-German families, enabled by their social advancement and higher mobility, frequently retreat from certain neighbourhoods, for instance in the

Table 3 School leavers of German and non-German nationality without certificate in Berlin (1994–2004)

	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
non-German total	4,301	4,209	4,246	4,669	4,522	4,526	3,807	4,607	4,808	4,899
non-German without certificate *	999	982	895	1,049	1,107	1,036	722	1,057	1,156	1,004
in % *	23.2	23.3	21.1	22.5	24.5	22.9	19.0	22.9	24.0	20.5
German total	27,472	28,770	30,222	30,748	34,640	32,800	32,362	32,242	31,785	31,771
German without certificate *	2,960	2,694	3,203	3,474	3,518	3,378	2,287	3,357	3,412	2,935
in % *	10.8	9.4	10.6	11.3	10.2	10.3	7.1	10.4	10.7	9.2

* excluding tutorial classes (supplementary classes for repatriates, preparation classes and other tutorial classes)
Source: Senate Administration of Education, Youth and Sport, Berlin

Table 4 School leavers of German and non-German nationality with university entrance qualification in Berlin (1994–2004)

	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
non-German total	4,301	4,209	4,246	4,669	4,522	4,526	3,807	4,607	4,808	4,899
with Abitur	513	473	479	498	469	500	593	608	585	688
in %	11.9	11.2	11.3	10.7	10.4	11.0	15.6	13.2	12.2	14.0
German total	27,472	28,770	30,222	30,748	34,640	32,800	32,362	32,242	31,785	31,771
with Abitur	9,223	9,884	10,148	10,133	10,655	10,671	10,923	10,722	10,620	10,934
in %	33.6	34.4	33.6	33.0	30.8	32.5	33.8	33.3	33.4	34.4

Source: Senate Administration for Education, Youth and Sport, Berlin

North of Neukölln. This further intensifies the concentration of the ethno-social lower-classes in the entire districts as well as the accumulation of social problems.

The school-leaving qualifications of German and non-German students in Berlin differ significantly: In the school year 2003/04, 9.2 per cent of all students of German nationality dropped out from school without certificate, compared with 20.5 per cent of the non-Germans. Over the same period, only 14 per cent of Berlin's students of non-German origin and more than a third (34.4 per cent) of German origin qualified for the matriculation (Abitur). In spite of the significantly poorer performances in comparison with pupils of German nationality, the current data for students of non-German origin are quite encouraging: Over the past decade, there was an increase in the number of non-German school leavers with Abitur together with a decreasing drop-out rate. Only the statistics of school year 2000/01 shows even better results than the current situation.

Education is determinative for the life chances and social status. Due to their poor achievement at school, the career prospects and life chances of the children and youths of the ethnic minorities are being strongly darkened. As shown in the statistics, their chances of receiving an apprenticeship are significantly lower than those of Germans from the same age group. Without a proper vocational qualification, it is extremely difficult to practise a profession, which could sufficiently secure one's livelihood and enable for further career achievements. However, the situation is the same for German youths from less-educated families. It should be absolutely avoid-

Table 5 Participation of youths of non-German nationality in education in Berlin, by gender (2004)

	males	females	females in %
Pupils of non-German nationality at public schools (2004/2005)	27,849	26,276	48.5
Pupils of non-German nationality without certificate * (2003/2004)*	602	397	39.7
Pupils of non-German nationality with Abitur ** (2003/2004)	302	386	56.1
Trainee of non-German nationality (2004/2005)	1,458	1,303	47.2
Students of non-German nationality enrolled at Berliner universities / academia with German Abitur	2,628	2,280	46.5
Foreign students without German Abitur at Berliner universities / academia	7,250	8,480	53.9

* both at private and public schools
** both private and public schools, excluding vocational schools, second-chance education
Source: Senate Administration for Education, Youth and Sport, Berlin / Statistical Office of the Federal State Berlin

ed to recklessly hypothesise that there is a causal relationship between ethnic origin and lower educational attainment. Poor language skills, low school-leaving qualifications and a low participation rate in vocational training are common characteristics of children and youths from disadvantaged or less-educated families in general. Nonetheless, the proportion is particularly high among the immigrant families.

The OECD's Urban Renaissance Study (Berlin 2003) pinpointed the high social and material costs, which such development entails for the entire city. Therefore

countervailing measures, particularly in the field of education, are urgently needed. The amendment of the Education Act in early 2004 was the first step in this direction.

Programme “integration through education”

In response to the findings of the first PISA assessment, Berlin was the first federal state to introduce thorough reforms to its educational system. Supplementing the Education Act, the key elements of the reform include the educational programme for day nurseries and the amendment of the ordinance on the training of kindergarten teachers. On top of it, the Senate adopted in May 2005 a programme named “integration through education”, which embraces three major objectives in educational and integration policy:

1. Children and youths of the ethnic minorities are to be encouraged for a more intensive participation in education and higher attainment rate of school-leaving certificates. This will enable them to achieve personal independence, self-responsibility and active participation in the society. To this end, mastering the German language at a high level is compulsory for all students.
2. Parents of the ethnic minorities are to be encouraged for better involvement in the education of their children and participation in parental councils. This will improve the co-operations between educational institutions and families. In this connection, it is necessary to remove language barriers on the part of the parents as well. Their inclusion in the German language acquisition process of their children is advisable.
3. Students, and if possible also their parents, need to acquire the basic information on culture and society, or enhance their knowledge.

The programme highlights the responsibility of schools for their pedagogic work. According to The Education Act, schools are required to stipulate the guidelines of their educational work in a comprehensive school programme. This self-responsibility enables the schools for a flexible and independent adaptation to the social area around them. This is of particular advantage for the inte-

gration, as schools, especially those with a high proportion of students from the ethnic minorities, can better adjust their classes and leisure activities towards the needs of the student and develop an intercultural learning atmosphere.

Good practice: How Berlin uses indicators in the field of education

For the first time, the programme “integration through education” stipulates indicators to measure the success of integration policy in the field of education. Its objectives are as follows:

1. Prior to the primary education, all children of the ethnic minorities should have attended the educational programmes at kindergartens for at least 2 years;
2. Prior to the primary education, all children of the ethnic minorities should have acquired sufficient German proficiency and an adequate command in the German language for daily usage in the school (language skills test GERMAN PLUS);
3. there should be no significant differentiation between the average results of the same age group and those of the pupils of the ethnic minorities (comparative tests in the 2nd and 4th grade);
4. the participation rate of students of the ethnic minorities in the secondary education should approximate to the average of the same age group;
5. in the next few years, the number of school leavers of the ethnic minorities finishing school without certificate should be gradually reduced by at least 50 per cent, whereas the number of those obtaining higher school leaving certificates should be correspondingly raised by at least 50 per cent;
6. at least 80 per cent of the schools concurrently offering courses for mothers are expected to report for more participation by parents of the ethnic minorities in the school's activities (parent-teacher meetings, parents' evenings, consultation hours, festivals or excursions, collaborative bodies, school societies);
7. the participation rate of youth of the ethnic minorities in dual vocational training and other forms of apprenticeship should approximate to the average of the same age group, particularly applies to young women of the ethnic minorities, and
8. the gradual implementation of standards for language proficiency and tests, according to the European reference scheme for German classes at adult education centres, should be completed at the elementary level by 2006.

4.2 Vocational Training, Occupation and Employment

In chapter 3, we have outlined the economic difficulties, which Berlin has faced since the past decade. Starting from the early 1990s, immigrants were affected in a disproportionately high degree by the deindustrialisation of

Berlin and the resulted vanishing of hundreds of thousands of jobs in the industrial sectors. Nevertheless, Berlin proves itself as an independent and multifarious business environment, which being generated by the innovations and creative potential of its inhabitants. According to the OECD's “Urban Renaissance Study: Berlin”, the city is nation-wide most active in business start-ups. This applies particularly to immigrant Berliners and their descendants. The innovative power and entrepreneurial spirit, which brought along by them, vigorously enrich the city, supplement to its copious cultural offers and enhance its attractiveness. The comparatively higher number of self-employed immigrants contributes to the variety of offers, especially in the service sector. Like the presence of ethnic restaurants and supermarkets clearly demonstrates, but also in the media, tourism, software and telecommunications sectors, where immigrants have set up businesses and become an essential part of the business life of Berlin. The high number of new company establishment by non-Germans is especially impressive.

According to the 2004 Micro-census⁵, 199,900 persons of the 1.4 million economically active populations in Berlin were self-employed, which corresponded to 14.2 per cent. The self-employed Germans took up 13.8 per cent (in number 174,500) of the 1.26 million German working populations in Berlin; while the self-employed immigrants aggregated to 17.9 per cent (in number 25,400) of the total non-German working populations. In comparison to the past five years, the number of self-employed immigrants demonstrates a consecutive increase of about 5,000.

Self-employment greatly contributes to the integration of the immigrants. Only those, who desire for permanent settlement and regard Berlin as their vital interests, will be prepared to invest, and thereby help to strengthen the economic growth and the creation of jobs. A culture of openness towards immigrants and low thresholds for business start-ups are conducive to a good business climate, which can also promote the social participation and perceived acceptance among the immigrants. Their business

Table 6 Self-employed persons of German and non-German nationality in Berlin (1999–2004)

Year		Working population		
		total	There from self-employed	
		in 1,000	In 1,000	in %
1999 ¹	Berlin total	1,472.6	162.6	11.0
	German	1,325.9	142.2	10.7
	non-German	146.7	20.4	13.9
2000 ²	Berlin total	1,472.1	178.6	12.1
	German	1,324.4	158.6	12.0
	non-German	147.7	20	13.5
2001 ³	Berlin total	1,467.8	170.4	11.6
	German	1,316.2	150.4	11.4
	non-German	151.6	20	13.2
2002 ⁴	Berlin total	1,450.1	170.5	11.8
	German	1,302.1	149.3	11.5
	non-German	148.0	21.1	14.3
2003 ⁵	Berlin total	1,416.3	188.5	13.3
	German	1,272.3	165.6	13.0
	non-German	144.0	22.9	15.9
2004 ⁶	Berlin total	1,407.7	199.9	14.2
	German	1,265.7	174.5	13.8
	non-German	142.0	25.4	17.9

¹ April 1999

² May 2000

³ April 2001

⁴ April 2002

⁵ May 2003

⁶ March 2004

Source: Statistical Office of the Federal State Berlin / Micro-census 2004

activities sustain the economic diversity, particularly in the services sector. Statistics indicate that such economic engagements of the immigrants create new jobs and promote economic growth. However, immigrants also struggle against the difficulties when setting up a new business. To a certain extent, these are to be attributed to their status as non-German nationals (insecure residence status, lack of necessary documents for credits entitlement, high barriers for immigrants to register a trade). Other problems, such as lack of start-up capital or insufficient information on credits possibilities, are being shared by their Germans counterparts as well.

⁵ Micro-census collects data from 1% of the total population in Berlin.

Table 7 German and non-German nationals in employment subject to social security contributions in Berlin (1989–2004)

Year	Total	German	non-German	
			total	there from women
1989	768,614	671,440	97,174	38,985
1990	831,057	731,599	99,458	40,379
1991	873,110	775,341	97,769	39,658
1992	876,783	777,957	98,826	40,508
1993	873,081	775,896	97,185	39,400
1994	852,429	763,316	89,113	36,325
1995	826,641	742,810	83,831	34,571
1996*	1,184,954	1,098,991	85,963	34,889
1997	1,150,629	1,069,594	81,035	33,157
1998	1,137,357	1,057,886	79,471	32,721
1999	1,148,960	1,075,782	73,178	30,198
2000	1,143,032	1,068,158	74,874	31,980
2001	1,132,602	1,058,673	73,929	31,754
2002	1,094,823	1,023,532	71,291	30,873
2003	1,065,256	997,880	66,635	29,394
2004	1,035,943	971,831	63,553	28,112

* starting from 1996, figures are collected for Berlin as a whole
Data collected on the last day of the respective year
Source: Statistical Office of the Federal State Berlin

Table 8 Unemployment of German and non-German nationals in Berlin (1998–2005)

Year	Total	in %	German	in %	non-German		
					total	in %	there from females
1998*	273,118	17.9	228,003	16.4	45,115	33.5	17,038
1999*	268,174	17.7	222,602	16.1	45,572	34.0	17,269
2000*	264,819	17.6	219,211	16.0	45,608	34.0	17,311
2001*	272,330	17.9	225,525	16.3	46,805	35.7	17,936
2002*	288,285	18.9	238,440	17.1	49,845	38.0	19,277
2003*	306,462	20.2	253,975	18.4	52,488	38.8	20,321
2004*	298,358	19.9	246,476	18.0	51,882	38.3	20,441
2005**	321,123	21.7	258,983	19.2	59,652	44.2	26,897

* annual average
** annual average until November 2005
Source: Federal Bureau for Labour, Regional Division for Berlin-Brandenburg

Over the past decade, Berlin has registered a sharp decline in the number of jobs subject to social security contributions. Since 1996, where the Census and Statistics Office in Berlin began to collect information on the city as a whole, the number of people employed in jobs subject to social security contributions has dropped by about 150,000 from 1,184,954 to 1,035,943. Non-Germans were affected in a significantly higher proportion than Germans. Over the entire period, the proportion of non-German nationals in the total working population was markedly below ten per cent. However, almost one in

every six workers under the influence of the said decline (24,000) was non-German, in spite of their higher relative proportion in the total working age population. In 2004, the number of non-Germans employed in jobs subject to social security contributions was 63,553 in Berlin.

As mentioned before, these massive job losses among non-Germans are to be attributed first and foremost to the large-scale of deindustrialisation in Berlin after the German reunification. The industrial sector was used to be the main job-provider for the unskilled labour from the sending countries. The thriving services and expanding IT sectors cannot adequately compensate the jobs losses in the industries – apart from the fact that low-skilled persons would seldom be employed in such sectors. Moreover, job-seekers from the suburbs further intensified the competition on Berlin's labour market. Due to the tense situation on the training market, youths without higher school leaving certificate face particular difficulties in getting an apprenticeship. This group of youths is being overrepresented by adolescent from immigrant families, who demonstrate to have particular complications in job seeking.

Consequently, the official unemployment rate of the non-Germans in Berlin laid at 44.2 per cent, compared to “only” 19.2 per cent of the Germans in 2005. Over the past eight years (since 1998), the situation has continued to worsen for both groups. In 1998, the unemployment rate of the Germans was 16.4 per cent and 33.5 per cent of the non-Germans. The statistics for 2005 has recorded a massive increase in unemployment for both Germans and non-Germans. This was mainly due to the national labour market reform of 2005, in which the former receivers of welfare transfer are being categorised as job-seekers.

The ongoing economic and structural changes urge for interventions on the labour market through vocational training and qualification, in order to maintain a high level of employment, improve employability and thus promote economic growth. In the times of high unemployment, the provision of publicly funded jobs remains imperative. Confronting with the current economic situation, this appears to be the only way for short-term reduction of unemployment in Berlin – which is far above

the national average. One objective of the employment policy of the Senate of Berlin is to achieve better adjustment in meeting the needs of the various target groups, in terms of training preparation schemes, further training and other labour market instruments. For the target group of “immigrants” this means, above all:

- to identify potentials, appraise additional qualifications, recognise certificates and diplomas obtained in the countries of origin;
- to combine vocational training courses with German classes, to provide special provisions handling the technical jargons of the respective trade.

Good practice: How Berlin plans to increase the employment rate of persons of the ethnic minorities in the civil service

The Senate of Berlin has special interests in increasing the immigrant's employment rate in the civil service. Nevertheless, it is almost unattainable to recruit new employees due to budget reasons. Hence, the Commissioner for Integration and Migration pragmatically concentrates his activities on the recruitment for new trainees of the ethnic minorities in the vocational training. The Commissioner plans to start a new campaign in summer 2006, which aims to promote the opportunities for immigrants in receiving an apprenticeship in the civil service sector. As preparation for the campaign, the Commissioner has established an advisory board in the autumn of 2005 comprising the administrative departments of the Senate, the district offices, numerous organisations and associations of the immigrants and charity institutions. The advisory board supports the young immigrants in developing their career perspectives and orientations.

Fostering the participation of non-German youths in vocational training

The participation of young foreigners in vocational training⁶ remains at a relative low level. In 2001, one in every six foreigners between the ages of 16 and 20 underwent vocational training, compared to nearly one in every two Germans of the same age group. In the school year 2002/2003, foreigners accounted for more than 13 per cent of the rate of school leavers in general schools compared to only 4.8 per cent of the trainees.⁷ Over the past ten years, the proportion of foreign apprentices continued to drop, both in absolute and relative terms. Foreign applicants were particularly affected by the scarcity of apprenticeships.

Table 9 Trainees of German and non-German nationality in Berlin (1984/85–2004/05)

Year	German	Non-German	Year	German	Non-German
1984/85 ¹	39,548	3,341	2000/01	58,742	3,200
1989/90 ¹	31,988	4,606	2001/02	56,158	3,025
1993/94	50,127	4,864	2002/03	54,953	2,741
1998/99	59,511	3,393	2003/04	57,857	2,882
1999/00	59,440	3,256	2004/05	57,524	2,761

¹ only Berlin-West
Source: Senate Administration for Education, Youth and Sport, Berlin

Vocational guidance and counselling

The ambiguity of the education and training programmes implies a stronger potential demand of the foreign school-leavers for individual guidance and counselling, however, their utilisation of the current measures in vocational information and guidance persists at low level. Due to the lack of information, parents find themselves unable to assist their children in career choices adequately.

Although the educational attainments of non-German youths tended to improve, it does not signify that their chances for apprenticeship are enhanced as well. The most important tasks to improve the transition from school to work for the immigrants embrace individual vocational guidance and career information, as well as a better coordination among the existing counselling offers.

Problems at the “second threshold” into working life

The difficulty of all young skilled workers – to obtain a position in the trade they have trained for – hits immigrants harder than others. Even in regions with less tensed situation on the labour market, foreign apprentices and participants of special training schemes (e.g. for disadvantaged youths) are usually being regarded as problematic group and receive less chances. There may be language barriers, especially with regard to technical terms, or cultural barriers and reservations between German employers and the applicants and last but not least, the lack of the right strategies for job-seeking and/or determination especially among the non-German youngsters.

⁶ participation in vocational training is calculated as follows: apprenticeships of the respective population group divided by the number of 16- to 20-year-olds in this group

⁷ Statistical Report on Trainees and Examinations 2003, Statistical Office of the Federal State of Berlin

Good Practice: How Berlin plans to improve the vocational training of youths

The transition to vocational training is promoted by the Senate through close co-operations with the chambers of crafts, chamber for industry and commerce and many other organisations. At national level, the Senate supports the introduction of certified modules in vocational training. A modular system would be useful for new immigrants, whose vocational certificates and qualifications obtained in the home countries are not recognised in Germany. Moreover, it could improve the transition to qualified professions, especially for those, who grew up in Germany but did not complete any vocational training.

Here are some examples of measures initiated by the Senate Administration for Labour to facilitate the transition to vocational training or first employment. Some of them are tailor-made for the target group of immigrants with and without vocational qualification:

- qualification in the form of modules for those, who fail to find a regular apprenticeship, including many youths of non-German origin;
- micro projects in the districts, funded by the European Social Fund (“local social capital”) and in co-operation with The Alliances of Industry and Labour (BBWA), for youths without school leaving certificate, including immigrants and ethnic Germans; qualification projects for the enhancement of language skills in the form of recognised, certified qualification modules;
- special programmes offered by the school administration for youths of the ethnic minorities with no/the lowest school leaving certificate, in order to promote their transition from school to employment;
- language classes, which enable the re-qualification and attainment of recognised vocational certificates; qualification modules are offered in connection with one-year courses at training colleges, or vocational qualification courses (BQL);
- additional measures for women: under its gender equality policy, the Senate provides special funding in the education and their preparation for vocational training for women of the ethnic minorities;
- the Senate Administration for Economics, Labour and Women’s Issues funds a number of qualification programmes for female immigrants to enhance their education and vocational qualifications, such as pre-training schemes, which supplemented by counselling on social matters. Other courses offer long-term unemployed female immigrant a chance to obtain recognised school leaving or vocational certificates and acquire basic skills for further employment in the nursing, social or services sectors. Counselling in crisis situations is also offered. Female entrepreneurs are advised by the Initiative of Self-employed Immigrants (ISI e.V.).
- cross-sectoral classes in the German language and introduction to key vocational qualifications in Berlin’s businesses for youths and young adults of the ethnic minorities;
- cross-sectoral introduction to training and employment prospects for unemployed youths

New concepts of the Commissioner in line with the BQN project

The Commissioner of Integration and Migration develops together with the Vocational Qualifications Network for Immigrants (BQN) new concepts and proposals to smooth the transition from education to vocational training. In order to significantly improve the occupational chances of the young immigrants, the BQN brings the important actors together: the administration departments, the vocational training institutions, immigrant organisation, specialists and experts. With tight collaboration with the partners, the BQN Berlin pursues six

interacted, supplementary and innovative proposals, which provide specific assistances to adequately meeting the individual needs in the different phases of the development of occupational integration.

Two projects set their target at the secondary school. An internet-based tool is developed for qualification assessment, which allows the teachers and the pupils to identify apace the individual potentials and the need for assistance. Another project intends to motivate the pupils for a systematic integration of the language assistance in all lessons.

Three projects emphasise upon the orientation in the phase of occupation selection. Through the projects, the BQN Berlin encourages the young immigrants to take up apprenticeship in those occupations and sectors, where immigrants are currently underrepresented, like in the media, in banking and civil service. Besides, the BQN Berlin supports a series in the Turkish-German television channel, which addresses the parents and promotes for the attainment of qualified vocational training.

Those immigrants, who have started a vocational training, are the target group of another project. Taking the fact of the relatively high dropout rate of immigrants in the vocational training, this project locates its base in a vocational training institution, where the trainees have to complete part of their apprenticeship. In order to ensure that, all the immigrant trainees can complete their training successfully, individual consultations from specialists and teachers are available.

4.3 Urban Cohesion

As described in chapter 2, the spatial distribution of non-Germans in the city is very uneven: There are more non-Germans along the former West-East division, and there is also a major difference in number between the city centre and the remaining districts of the western parts of Berlin. Frequently, districts with a high proportion of inhabitants from the ethnic minorities display a higher concentration of social problems, too. This is an international phenomenon and does not only apply to Berlin. Low income, unemployment and dependence on transfer payments, low education, inappropriate housing and

Map 1 Non-German nationals in Berlin by districts (2003)



problems such as a high crime rate, neglect of the public space and unfavourable socialisation conditions for the young generation are more frequent in such neighbourhoods. In Berlin, these are mainly the older quarters in the city centre and, to an increasing extent, the large new housing estates on the outskirts.

The analyses and data of Berlin’s “atlas of social structure” as well as “monitoring of social urban development” indicate that unemployment, health hazards and educational deficits in general are on the rise and moreover accumulate in the said districts. Hence, poverty is not only aggravating in Berlin, but poorer and richer districts are drifting apart.

The tendency to an uneven distribution applies to both socially and ethnically defined groups of the population. This is mainly due to the fact that immigrants predominantly belong to the lower-income groups and thus depend on the low cost housing in the said districts. Besides, there are manifestations of discrimination on the housing market, which make it even more difficult for immigrants to rent flats in neighbourhoods with lower immigrant concentration. Apart from that, there is also tendency among the migrants to settle down in districts with a larger proportion of residents belonging to their own ethnic group. Close community contact advances the integration process, especially in the early stages. A deliberate, aggressive dissociation from the majority soci-

ety is chosen by small part of the immigrant population only, for instance the religious or politically motivated sections. On no account should such intention be jointly interpreted with the segregation of migrants by social space, which appears to a certain extent as unavoidable.

The concentration of immigrants and marginalised social groups of German can create or more likely intensify the conflicts on the scarce resources and social ranking – also between various groups of immigrants. Experiences of social deprivation are thus ethnicised, which further deteriorates the situation in such districts.

However, these manifestations must not be over-dramatised. Often, the ethnic and cultural diversity of districts with a high proportion of immigrants is being considered as very attractive and inspires certain trades and occupational groups.

Objectives of integration policy in Berlin: Strengthening cohesion

Strengthening urban cohesion is part and parcel of the Senate’s integration policy. It aims at reducing social marginalisation in problem districts and enhancing the stabilising developments, particular at avoiding regional marginalisation from the outset. The focus is on labour, education and training – the very spheres of action, to where poverty and marginalisation tendencies are to be attributed.

Good practice: How Berlin consolidates neighbourhoods by quarter management

For more than six years, the Senate Administration for Urban Development has applied quarter management in selected “districts with special development needs” in co-operation with the respective district authorities. Quarter management teams co-operate with the representatives of the district and the quarter in order to promote the urban spatial and social development of the area: Revitalisation processes are triggered off, concepts for integration measures devised and implemented, and forces mobilised for local self-organisation. The cross-departmental profile of funding programmes, the stronger consideration of non-invasive approaches and the application of new administrative and management structures help to bundle resources for sustainable, integrated development in such districts.

Above all, quarter management aims at raising life chances for everyone (through education and vocational training), promoting integration (through employment and linguistic competence), mobilising residents for their quarter (through empowerment, self-organisation), as well as binding socially stabilising population groups to the quarter. Here, the improvement of physical housing conditions and life situations are an important supporting element.

The efforts to activate, and thereby including the residents of non-German origin, are of limited success only. It takes time for programmes, like language courses, information on the educational system, violence prevention and peer mediation, projects for meeting and learning from each other, counselling and guidance by native speakers, a stronger orientation towards education through tutorial, or homework help, to take effect. Offers such as self-help groups for women and girls or guidance courses for youths without school leaving certificate meet with a very hesitant response, too.

These experiences have led to a strategic reorientation of quarter management: In the current year, 16 additional quarters were included in the programme. Depending on the needs of these neighbourhoods, the process was subdivided into quarter management, intervention, prevention and self-organisation. More attention is given to the involvement of “strong local partners” such as schools, property companies or small businesses. Projects and measures in the fields of integration, education and employment will be of high priority.

4.4 Intercultural Opening

Immigrants need to get involved to find their position in society; they have to undergo considerable learning and adaptation processes: for language acquisition, education and employment, but also in everyday life. Many of them have to learn German, train for a vocation, find a job and get used to the institutional and cultural frame of the society. The integration efforts of immigrants can be successful only if the society facilitates their integration by bringing about necessary changes, i.e. *opening* its institutions, political and administrative processes, opinion-forming and cultural development. Immigration needs to be accepted by the public. This type of *intercultural opening* of the majority society is the latter’s contribution to the process of integration, an essential equivalent to the integration efforts of the immigrants.

Often, immigrants do not have access to the offices of public administration and other institutions in the same easy way as the majority population has. Immigrants are underrepresented among the users/clients of many serv-

The social stabilisation of neighbourhoods requires a better inclusion of the inhabitants – including immigrants – in local decision-making and the empowerment of their self-responsibility for the community. A realignment of the role of public administration is imperative.

The objective lies not in the reduction of the immigrant proportion in certain areas, but the prevention for further segregation, which might generate conflicts between the population groups. Priority is to be given to reduce regional manifestations of poverty and marginalisation, as this will have a pacifying and preventive effect on the tendencies towards ethnic polarisation.

In its efforts to promote urban cohesion and the integration of immigrants, the Senate also takes into account that the labour market has lost its function as the main motor of integration in the foreseeable future and integration through living and learning together in the neighbourhood gains in importance.

Good co-operation in the urban space means that the institutions and players are networked; it means that citizens, and immigrants in particular, as well as local businesses and institutions articulate themselves, become more active and get involved.

The principles underlying the quarter management, neighbourhood centres and youth services for the social space, such as resource orientation and empowerment, participation, responsibility for the community, neighbourhood relations and self-help are also imperatives of integration policy. This implies that such measures for the urban space development are automatically targeted at immigrant groups, too.

However, this can only be successful upon two conditions: active participation of local migrant organisations and intercultural opening of services and institutions in the area. As a matter of priority, this general objective of the integration policy is to be tackled in districts with special development needs and with a high proportion of immigrants.

ices, like services for the elderly, the public health system or child and youth welfare. Largely, but not exclusively, these *access barriers* result from communication difficulties. Fears of entering, information deficits regarding the services of local administrations and lack of certainty about one’s rights also play a role here. On the other hand, administrative staff members often do not acquire adequate knowledge on the particularities of the social and legal situation or cultural background of the immigrants. These barriers become particularly problematic, when it comes to vital institutions such as hospitals. Here, communication barriers can lead to false diagnoses and delays in treatment, which means that the principles of equal treatment and customer orientation cannot be upheld.

The policy of the Senate aims at an intercultural opening of society to improve the participation of immigrants. Intercultural opening means equal chances of access for immigrants to all public services according to their needs.

The principles of equal treatment, customer orientation, effectiveness and efficiency of the administration have to become reality for these target groups, too. In particular, this applies to general services, institutions and initiatives of the social, educational and cultural infrastructures. Special advisory centres and promotion programmes for immigrants are supporting measures. As early as in the autumn of 2000, the Senate presented a bill to the Berlin House of Representatives titled “Measures and Concepts against Right-wing Extremism, Xenophobia and Anti-Semitism”, in which all public administrations and bodies were called upon “to attend to tasks in integration policy in the course of the administrative reform” and “clearly (signal), by steps towards an intercultural and international opening of the administration, the social inclusion of ethnic, cultural and other minorities”. The statement of 2002 also highlights “intercultural orientation” as a major instrument for improving the integration of immigrants. Intercultural opening is a constituent part of the administrative reform and, on principle, serves the same aims, namely customer orientation and quality management (see also Senate bill to the House of Representatives, 2000). Four years ago, the Senate Administration for the Interior included intercultural orientation in the decree on citizen orientation in the *Joint Rules of Procedure of the Berlin Administration*.

Good practice: What Berlin does for the intercultural opening of health care

Health care is a particularly sensitive area, because it has to do with the physical fitness and well-being of the patients. Key targets of the 2002 project “reform of the public health service”⁸ included the definition of a role model, of key areas and target groups as well as the introduction of quality management. In connection with the *role model*, the draft of the health care act defined as a particular target group for the *public health sector* to develop offers for: “those who, for health, social, language, cultural and financial reasons cannot find adequate or timely access to support systems, or whose complex needs require particular co-ordination and care.” Thus immigrants are described both explicitly and, as is often the case, as members of the group of socially disadvantaged people, as original target group of the public health system.

In recent years, the generally poor data situation regarding immigrants and health care services was improved considerably by the reports on the annual screenings of school beginners compiled by the Senate Administration for Health, Social Affairs and Consumer Protection. In these screenings, the emphasis was shifted to public health, which is a social aspect. As a result of, “origin” is now recorded instead of “nationality”, which gives a more realistic picture of the ethnic diversity. Social as well as migrant-specific data are collected to facilitate health planning for this particular target group: educational qualifications and (un)employment of parents, time of the child in Germany, language skills of the child and his or her parents, kindergarten attendance before entering school, and many more.

In 2004, after extensive expert consultation, a panel appointed by the State Commissioner for Psychiatry published *Recommendations for the provision of care for elderly immigrants with mental illnesses*⁹, which largely apply to care for the elderly and the field of psychiatry in general. The recommendations focus on information and counselling, translation services and intercultural staff competence, co-operation and networking, and are thus in line with the main objectives of intercultural opening. The recommendations are made available to a great variety of bodies and institutions involved in health care, care for the elderly and integration work.

Communication problems between doctors and patients may have serious consequences. The setting up of services for the training and provision of competent community interpreters for social and health care institutions is well advanced in Berlin. For instance, the Health Berlin e.V. association offers community interpreters to such institutions. Particularly in cases of mental illness, the help of professional interpreters is of paramount importance as long as the required language is not spoken by any staff members of the respective institution or service. There are promising examples in Berlin of how community interpreters can help to overcome differences in language and culture.

Intercultural opening comprises *all policy fields*. It cannot be reached by individual measures alone, but needs to pervade all communication between administrative departments and other institutions and immigrants. The targets for human resources development (staff selection, in-service training) and organisational development have to be set accordingly. The acquisition of the necessary linguistic competence has to be given high priority. Moreover, it comprises the integration of migrant organisations in the drafting and implementation of administrative programmes and measures.

8 www.berlin.de/sengsv/gesundheit/oegd/index.html (available in German only)

9 www.berlin.de/sengessozv/psych/veroeff.html (available in German, English, Russian, Serbo-Croatian, Turkish and Polish)

Table 10 Acquisition of German nationality in Berlin, 1963–2004

Year	Total	Year	Total
1963	723	1985	2,092
1964	672	1986	2,293
1965	596	1987	2,742
1966	614	1988	3,308
1967	657	1989	4,095
1968	609	1990	7,056
1969	548	1991	7,515
1970	533	1992	9,743
1971	682	1993	9,458
1972	870	1994	9,903
1973	946	1995	12,228
1974	991	1996	10,268
1975	1,253	1997	10,485
1976	1,292	1998	12,045
1977	1,343	1999	12,278
1978	1,333	2000	6,867
1979	1,235	2001	6,273
1980	1,513	2002	6,700
1981	1,536	2003	6,626
1982	1,843	2004	6,507
1983	1,806	2005	7,099
1984	1,758		

Source: Statistical Office of the Federal State Berlin

Acquisition of German nationality

Immigrants who have not acquired German nationality cannot exercise *full* civil rights, whereas citizens of the European Union are protected against discrimination based on nationality. The strategy of the Senate for more participation, therefore, aims at making it easier for immigrants to acquire German nationality.

In Berlin, as in the rest of Germany, the number of naturalisation has stagnated for years. In the autumn of 2004, the Senate and the districts (which are in charge of naturalisations) adopted a comprehensive programme to speed up the pace. The backlog of applications was cleared, and the procedure became more transparent for the applicants. Nowadays, everybody has the right to be informed about the progress of his or her application for naturalisation after six months. Thanks to the programme, the number of naturalisation surpassed 7,000 again in 2005 – for the first time in five years.

Berlin actively advertises naturalisation, for instance in public relations campaigns. The districts and the Senate wish to institute a new “naturalisation culture”. The Senate regards the welcoming receptions for new citizens in some districts as an important contribution to this naturalisation culture. The Senate will further elaborate the existing counselling and information services (also via the internet) and promote them by suitable campaigns devel-

Intercultural opening also means to bear in mind the dissimilarities between the cultures of origin, or within these cultures. Particular differences exist with regard to the relationship between both sex and the position of women, and need to be dealt with actively. Here, the targets of intercultural opening and gender mainstreaming are interlinked.

4.5 Social Integration and Participation

Immigrants are to be found everywhere in Berlin’s society, and as well as in the political life. However, as described in the above chapters on urban development, employment and education, the immigrant population is very unevenly distributed across the city. Particularly the labour migrants of the sixties and seventies and their descendants are represented in disproportionately high numbers both at the lower end of the labour market and in the lower segments of education and training institutions.

When it comes to safeguarding their interests, the political participation of immigrants is not yet much developed. Nevertheless, immigrants have become more visible in the political arena, both as voters and candidates in elections. The continuously rising number of naturalised immigrants also leads to an increase in the number of persons entitled to vote. (So far) these new voters have not set up their own political organisations, but are represented by the political parties sitting in the parliament. In spite of the fact that there is no independent immigrant or minority party in the state of Berlin, immigrants or the descendants of immigrant families have been elected to the house of representatives and the district assemblies – as members of all established parties.

oped and co-ordinated by the Commissioner for Integration and Migration.

Particularly, migrant organisations point out that the right of third-country nationals to vote in local elections could facilitate the participation of non-naturalised immigrants in local processes. As Berlin is a city-state, the right to *vote in local elections* is exercised in the elections for the district assemblies. The Senate welcomes a social debate about the right to vote in local elections.

Promotion of migrant organisations

More than other cities, Berlin has a vast network of associations, initiatives and other organisations of the civil society. Successful integration is a joint process, in which migrant organisations represent the link between the minorities and the majority society. The Senate will continue to strengthen this network by its integration efforts. In this connection, the financial support of migrant organisations by the *Commissioner for Integration and Migration* plays a special role. The associations have been vital for the self-organisation of immigrants and for the formation of their networks.

4.6 Combating Racism and Discrimination

Acceptance and mutual respect are prerequisites of a plural society, which depends on democratic solution for conflicts on an equal footing. Hence, combating racism and right-wing extremism and protection from discrimination are integral parts of the integration policy.

Reservations about and prejudices against Berliners of different ethnic background affect everyday life and are major obstacles to integration. Right-wing extremist, racist and xenophobic interpretation patterns and value systems are among the key motivations for racist activities, or even acts of violence. The number of potential right-wing extremists has remained unchanged for a number of years and is estimated to be around 2,400.

The Senate adheres to the principle of zero tolerance towards all attempts and manifestations of xenophobia, right-wing extremism and anti-Semitism. This policy is implemented along two lines: exhaustion of all legal means, including surveillance by the Agency for Internal

Good practice: How Berlin integrates migrant organisations in decision-making

On 29 April 2003, the Senate set up the *State Advisory Board for Integration and Migration Issues* in order to create a permanent “Round Table” for the joint discussion of such matters by immigrants, experts and political decision-makers.

The Advisory Board had its procedural session in October 2003 and convenes three times a year. It consists of 23 members and deputies. To highlight the special importance of integration and migration for all fields, the Senate established the Board as consisting of under-secretaries, elected representatives of migrant organisations and delegates from the districts and from non-governmental organisations. It is chaired by Under-secretary of Health, Social Affairs and Consumer Protection Dr. Petra Leuschner; the Commissioner for Integration and Migration of the Senate of Berlin, Günter Piening, is the Board’s Secretary.

The Advisory Board is composed of seven under-secretaries, the Berlin Commissioner for Integration and Migration, two representatives of the Council of District Mayors, one representative of the district commissioners for integration, as well as representatives of the business community, the Berlin Sports Association, the trade unions, the charitable organisations, the Berlin Refugee Council and the State Association of Displaced Persons, in addition to – as its backbone – twelve members of migrant organisations entitled to speak at the meetings, which were selected from a total of 94 migrant associations in October 2003.

In four working groups dealing with prospects of the immigrant city, education, employment and intercultural opening, the Integration Board drafted *Recommendations for Integration and Migration*¹⁰ which was adopted in June 2005. These recommendations were used for the ensuing role model discussion, which is of outstanding importance for the co-ordination and orientation of the integration policy in Berlin.

Other major initiatives of the Advisory Board include the annual Berlin Integration Day, which was introduced in 2004, where fundamental issues of integration policy in Berlin are discussed with a wide variety of representatives, and the awarding of the Integration Prize for forward-looking results in the integration policy.

Security, and prevention by enhancing structures of the civil society and democracy. The State of Berlin becomes active in many ways here.

In addition to the concrete steps for the protection against violence and discrimination, this requires the creation of a general culture of acceptance in society, an awareness of other life styles and cultures of living together in the private and public space, as well as in business. Local integration policy has to play a key role here, as diversity, discrimination or integration are all local phenomena.

Programme “Measures and Concepts against Right-wing Extremism, Xenophobia and Anti-Semitism”
As early as in the autumn of 2000, the Senate adopted a comprehensive programme of “Measures and Concepts against Right-wing Extremism, Xenophobia and Anti-Semitism”.

10 <http://www.berlin.de/sengsv/auslb/beirat/index.html> (in German)

Since 2002, this programme has provided funding for some 30 projects annually, in order to strengthen democratic structures and the civil society. The programme takes into account that ethnic and cultural minorities are the potential victims of attacks – but minority communities on their part also display hostile attitudes to democracy. An essential player in combating racism and right-wing extremism is the Berlin State Commission against Violence, which comes under the responsibility of the Senate Administration for Education, Youth and Sports. Its task and objective is to facilitate, support and promote long-term, sustainable prevention work to reduce violence and crime in Berlin by

- preparing the ground for prevention work in Berlin,
- researching topics that are relevant to violence and crime prevention,
- initiating projects for violence and crime prevention,
- organising the Berlin Prevention Day and awarding the Berlin Prevention Prize,
- pushing ahead with the networking of players in prevention,
- informing about prevention work in Berlin.

The state programme against right-wing extremism has contributed noticeably to enhance the structures of the civil society. Local politicians welcome first and foremost the consolidation of democratic structures and promotion of relations on an equal footing. For the Senate, such local activities, especially in problem-ridden districts, continue to be an important sphere of action supplementing the regular services.

Berlin is one of the first signatories of the UNESCO Declaration against Racism, and implements the respective 10-point action plan.

Protection from discrimination based on ethnic origin, religion or belief

Even though citizens live together peacefully to a large extent, there is still discrimination in everyday life – by job seeking, in the neighbourhoods, on the housing market or when entering a discotheque, just to mention a few here.

Without sustainable prevention of and protection against discrimination, there will be neither equal chances nor full integration in the long run. The Senate has tackled this challenge at various levels. It focuses on anti-discrimination and fighting against right-wing extremism and anti-Semitic violence, also within immigrant communities. By its policy, the Senate takes a clear position against violence and discrimination, including institutional and structural discrimination, and comes out resolutely against any tendencies that might endanger democracy.

Good practice: How Berlin co-ordinates anti-discrimination work

Guided by Article 13 EC Treaty and the EU directives against discrimination, the Senate on 25 January 2005 decided to establish a Senate Co-ordinating Centre Against Discrimination Based on Ethnic Origin, Belief and Religion. The creation of this institution marked a fundamental re-orientation and enhancement of the anti-discrimination policy of the Senate. The main tasks of the Centre, which has been working under the Office of the Commissioner for Integration and Migration since February 2005, are as follows:

- raising awareness for discrimination through public relations work, dialogue and empowerment,
- provision of counselling, investigation and support in individual cases,
- collection of facts, uncovering of causal relationships and structures, drawing of conclusions in the form of recommendations,
- establishing of a network between Senate administrations and non-governmental organisations involved in anti-discrimination work,
- tight co-operation with the State Police Academy with regard to anti-discrimination work and intercultural opening.

In addition to the Senate Co-ordinating Centre Against Discrimination, the anti-discrimination work of other bodies is promoted as well, particularly the activities of Anti-discrimination Network Berlin, an organisation funded by the Senate, which deals with individual cases, awareness raising and networking.



5 Co-ordination and Strategic Orientation of the Integration Policy in Berlin

Integration policy is to be included in all policy fields. Its success – or failure – depends on the efforts of the various Senate administrations, which responsible for schools and kindergartens, the labour market, urban development and health policies, gender mainstreaming or domestic policy. Essential parameters are set by Senate administrations and districts, by labour agencies and companies, by other organisations and, to an increasing extent, also by migrant organisations.

In recent years, the question of how this complex process can be better co-ordinated and what role state institutions are to play in it, has gained importance on the agenda of the integration policy. In its 2004 opinion, the German Expert Council for Immigration and Integration regards institutions for the co-ordination of the various responsibilities and services in the field of integration as imperative. Such institutions would permit Senate administrations to implement set role models and political objectives across their spheres of action and control them in a suitable way.¹¹ The Council recommends their development into strategic management institutions, which co-ordinate the entire process from analysis and strategy definition up to the development and evaluation of specific projects.

A strategically oriented control process must be supplemented by a regular reporting system, which embraces the monitoring of key indicators of integration policy. However, data collected at EU, national or state level allow conclusions and analyses on migration and integration to a limited extent only. Indeed, most of the data are classified according to nationality (foreigner vs. German) and thus no longer reflect the social reality in Berlin adequately. The fact that such statistics subsume those who were born in Germany and never lived abroad as foreigners, while newly arriving repatriates of German origin are categorised as Germans, makes it even more difficult to make valid statements about the migration and integration of immigrants.

Commissioner for Integration as cross-departmental co-ordinating centre

In the state of Berlin, the cross-departmental co-ordination of the integration policy, as well as the external co-ordination with migrant organisations and other organisations comes under the supervision of the Commissioner for Integration and Migration. The Senate has allocated the following tasks to the Commissioner: “Matters of integration and migration policy that are of fundamental or cross-departmental importance; planning of integration and migration policy; co-ordination of measures for the integration of immigrants; promotion of cross-departmental integration projects; realisation of cross-departmental public relations work with regard to the integration and migration policy”.¹²

Over the past years, the Senate has enhanced the role of the Commissioner significantly by assigning the following tasks to him:

- co-ordination of the concrete shaping of the process of intercultural opening,
- responsibility in matters of ethnic Germans,
- awarding of the position of Secretary of the Advisory Board for Migration and Integration, the central body comprising the Senate, non-governmental organisations and migrant associations,
- responsibility for the Senate Co-ordinating Centre Against Discrimination Based on Ethnic Origin, Belief and Religion,
- financial responsibility for the programme against right-wing extremism, xenophobia and anti-Semitism,
- supervision of the cross-departmental Co-ordinating Group Immigration Act involving also the Berlin branch of the Federal Office for Migration and Refugees (BAMF). The Co-ordinating Group synchronises integration measures at national and state level and strives for more consistency between language courses funded by the Federation and measures for integration into the labour market.

¹¹ Migration and Integration: Building on Experience, Daring the New. Annual report 2004, German Expert Council for Immigration and Integration, Berlin, 2004, p. 318 (available in German only).

¹² Senate of Berlin, Official Journal No. 27, 27.06.2002, p. 2067 (available in German only)

Russian Orthodox Church (left) in Wilmersdorf ...

... and Sehitlik mosque (right) at Columbiadamm: religion provides possibilities for understanding beyond cultural boundaries.



Thus, the conditions have been created for the institution of the Commissioner to be developed into a “strategic control” centre, without giving up the advantages of a cross-departmental orientation.

Data collection and monitoring

The collection of data in the city, or mapping, is a key element of an effective control. Over the past few years, the Senate has improved the data situation considerably and thus, created a necessary condition for a reliable monitoring procedure.

- School and education: The data recorded of school beginners and the evaluation of their progress at school is no longer based on the problematic classification as foreigner or German, but on language background of the parents.
- Development of the social space: The monitoring of social urban development by the Senate Administration for Urban Development reflects the composition of the population according to transportation cells. The atlas of social structure of the Senate Administration for Health, Social Affairs and Consumer Protection provides key indicators of social development in the districts. However, with the one reservation that it classifies by nationality, and not by ethnic origin. More attention is given to this aspect in specific studies conducted by the Senate administrations in co-operation with third parties (cf. OECD: Urban Renaissance, Berlin 2004).
- In 2004, the Commissioner for Integration and Migration, for the first time, accounted the situation of immigrants in Berlin in a comprehensive data report on the spheres of activity, including demography, labour and employment, education, as well as social integration and participation.¹³ The report will be updated regularly.

Development of indicators

Strategic control also necessitates the objectives for the various spheres of action in the integration policy to be defined more precisely. Here, the concept “integration through education” (see chapter 4) defined, for the first time, reliable indicators for the evaluation of the efficiency of measures taken, and thus achieved pioneering work in a major sphere of action and established an example, which to be followed by other spheres of integration policy.

Participation in the transnational EU project “Indicators of Immigrant Integration (I3)” enables the Office of the Commissioner for Integration, by the end of 2006, to propose on the development of an effective system of indicators for the integration.

It is the aim of the Senate to make the efforts of the Senate administrations in the integration policy visible, to develop an overall strategy, which co-ordinates the various single steps and further enhances their objectives. Other levels, which also involved in integration work, such as the EU, the Federation and the districts, will be tightly included in order to smooth the way for co-ordinated measures and to optimise the utilisation of resources.

¹³ Rainer Ohliger and Ulrich Raiser, loc. cit.

Area of responsibility of the Commissioner for Integration and Migration of the Senate of Berlin: Mission, Advisory Services, Public Relations

The Commissioner for Integration and Migration for the Senate of Berlin is a cross-departmental bureau engaged for integration and migration matters. Established in 1981, this was the first office of its kind in Germany. Since 2003, Günter Piening is appointed as the Commissioner and head of the office.

Cross-Departmental Tasks

The main duty of the Commissioner for Integration and Migration of the Senate of Berlin is to execute the foreigner and integration policy principles formulated by Senate and thus, to ensure a tight co-ordination with other administrations in Berlin. Besides, it is of crucial importance to analyse and conceptualise on measures dismantling the legal, administrative and social obstacles for the integration process, which would possibly jeopardise the peaceful gathering of people from different countries, nationalities and confessions. The major missions of the Commissioner are to foster intercultural opening, to justify the administration and to combat discrimination.

The State Advisory Board for Integration and Migration Issues, established by the Senate of Berlin in 2003, operates under the general supervision of the office of the Commissioner for Integration and Migration. The advisory board incorporates representatives from the migrant organisations, Senate administrations, business institutions and charity organisations and critically observes the migration politics of the Senate. It also awards the annual integration prize.

Among other cross-departmental focal tasks, the reports on the situation of migrated population, which prepared by the Commissioner and concluded by the Senate, are of decisive significance.

In all fields of activity, the Commissioner collaborates closely with municipal migrant commissioners and representations, associations, organisations, initiatives and diplomatic representations.

Social Infrastructure for Migrants

The Senate of Berlin supports a copious of measures promoting the legal and social equal opportunities of immigrants, which are being supervised and co-ordinated by the different departments of the Senate. The Commissioner for Integration and Migration inspires especially immigration organisations, which carry out Berlin-wide activities to foster the participation of immigrants. This comprises also financial supports to a wide range of federations in immigrant projects and associations in the Federal State Berlin

Consultation

The office of the Commissioner provides consultations on integration, foreigner policy, legal and social matters for those in need. The consultation helps to clarify and distinguish cases of doubt and assists in emergency situations. Special cases of severity can be reported through the Commissioner to the Berlin Commission for Hardship.

Anti-Discrimination

The centre against discrimination for ethnic, religious and ideological reasons of the Senate operates under the general supervision of the Commissioner. The duty of the centre mainly concentrates on supporting the realisation of the drafted anti-discrimination law. Moreover, it also provides consultation, which implies that victims or their family members can directly report the discrimination cases to the Commissioner.

Repatriate

Today, repatriates face considerable problems in the process of their integration. In July 2002, the tasks and responsibilities of the office were expanded respectively, to adequately manage the social integration of repatriates.

Public Relations

The Commissioner for integration and migration promotes integration and understanding in the public and provides citizens of Berlin with important information. The goal of the public relations is to show crucial matters and decisions in migration politics and to provide information on the legal basis.

Events and public campaign should impart the living together of German and non-German citizens as a matter of course, discuss up-to-date subjects and offer a forum for discussion about integration. One of the events is the programme series “Under construction – immigration city Berlin”, which treats topics like “Islam and school”, new mosque building in the district or equal chances of girls from ethnic minorities. In the visitors office you can get information about current topics in integration politics and the situation Berlin migrant communities in Berlin.

Consultation:

Opening hours:

Monday, Tuesday	9.00–13.00
Thursday	9.00–13.00
	15.00–18.00

Wednesday, Friday closed

Telephone: +49 (0) 30 9017-23 72

Public Relations:

Telephone: +49 (0) 30 9017-23 57 or
+49 (0) 30 9017 2322

Newsletter: +49 (0) 30 9017 2374,

E-mail: newsletter@auslb.verwalt-berlin.de

Foreign languages spoken: Turkish, Arabic, Croatian, English, French, Greek, Italian, Polish, Rumanian, Russian, Spanish and Vietnamese.

An abstract of the activities can be found in the official homepage:

<http://www.integrationsbeauftragter-berlin.de>

The monthly newsletter “Top – Berlin internationally” could be subscribed through an email registration at newsletter@auslb.verwalt-berlin.de

For more information on living in Berlin, please see the welcome information package for newly arrived – “Welcome in Berlin”

Available for download under

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<http://www.integrationsbeauftragter-berlin.de>

Statistical Office of the Federal State Berlin

www.statistik-berlin.de/

Senate Administration for Education, Youth and Sport

www.sensjs.berlin.de/service/senator/portrait.asp

State Advisory Board for Integration and Migration Issues

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Indicadores de Integración de Inmigrantes



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