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

Encouraging Diversity – Strengthening Cohesion

Integration Policy in Berlin 2007–2011

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Integration Policy in Berlin 2007–2011

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The Commissioner for Integration and Migration of the Senate of Berlin

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Preface

The achievements in integration policy are crucial for the future of Berlin. As a city of immigration, Berlin lives on the recognition and utilisation of the competences of the immigrants as resources for the future. To benefit from the diversity of the urban society and to strengthen at the same time the common fundament – this guiding theme shapes the integration concept of Berlin, which is being presented by the Senate in June 2007.

The success of the integration policy would not only be decided in the Berlin Senate and the Berlin boroughs. It is fundamental to include and activate the actors of the civil society in the debate about the further development of Berlin's integration policy. Therefore, an important strand in the integration concept 2007 is the recognition of the Senate's measures and other governmental and non-governmental actors as components of an overall concept, which orientates on convincing approaches and pursuits clear objectives.

Previously in 2005, The Commissioner for Integration and Migration of Berlin has published an English version of the integration policy of Berlin with the title 'Encouraging Diversity – Strengthening Cohesion'. The current strategies on integration are indeed a further development from that paper. The core strands of Berlin's integration concept 2007 are being supplemented by information on immigrants' living situations in Berlin, which generated from protected personal data. Guiding projects will be especially emphasised here, which the Senate of Berlin aims to pursuit until the end of the legislative period in 2011.

As a European metropolis, Berlin finds itself in a constant exchange with other metropolises in Europe and the rest of the world. This dialogue enriches the integration policy of Berlin. The concrete recommendation for the implementation of a system of integration monitoring – as a central theme of this present concept – would not be conceivable without the intensive exchange with our European partners. Berlin, as the first Federal State, enters in a new territory by the definition of indicators measuring the integration processes. Now it is all about the implementation of the recommendations into practice. In this process, we truly anticipate the well-proven, tight and critical companionship with our international partners.



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



1 The essentials of the integration policy of Berlin 2007–2011



1. One city – many lifeworlds: The integration policy of Berlin utilises the strength of a European metropolis with international appeal

Berlin lives on its placid tolerance for different social and cultural lifeworlds. This sedateness shapes the city as an open European metropolis with strong national and international appeal. In the last years, around 45,000 immigrants from overseas came to Berlin annually. The backgrounds might be dissimilar; the wish for a quick settlement in Berlin unites them. Regarding this, the Senate has introduced a concept for a welcome culture in the last legislative period. A welcome culture means to greet the new immigrants, to take the difficulties upon arrival seriously and to systematically accompany the process of integration from the beginning. Besides, the new immigrants should be able to employ their qualifications and to stand on their own feet as soon as possible.

An affirmative and placid dealing with diversity encourages the intercultural competence, the liveliness and the actionability of the city and at the same time contributes positively for the international competition. Particularly young people, artists, academic persons and university students are attracted to Berlin. Ideas can be developed and verified here with relatively low living expenses. The Senate recognises an enormous potential to use culture and science as a bridge between the Berliners of different origins and the international guests from art and science.

2. An occupational perspective for everyone: The integration policy of Berlin develops access to vocational training, employment and income

The achievement of social integration depends decisively on the participation in the labour market. Therefore, in this legislative period the principal political objective of the integration policy is the improvement of the employment situation for persons with immigrant background. Through the consolidation of responsibilities in integration and employment into a single Berlin Senate Department, a crucial prerequisite for an effective implementation of this task was being created.

In view of the recovering labour market in Berlin, it is essential to gather the measures for integration in the

labour market. In doing so, Berlin will utilise the entire supporting instruments available for an active employment policy. Here, the employment in public sector bears a specific meaning, in which the necessary and meaningful work will be carried out in favour of the urban society and of the engaged long-term unemployed persons. Besides, the various instruments for language and employment advancement shall be better interconnected. Moreover, the business setup from immigrants shall be further facilitated. In order to improve the participation rate of youth with immigrant background in the vocational training, the transition from school to training shall be closely accompanied and the assistance programmes be further developed and improved.

3. Recognise and develop talents: The integration policy of Berlin redefines the educational objective in day nurseries and schools

Day nurseries and schools are the most important integration authorities for the younger immigrants. In the last legislative periods, decisive courses were set with the reforms in the Berlin Day Nursery Subsidy Act, the Berlin Education Act and the introduction of the concept “integration through education”, in order to perk up the educational situation of children and youth. Now, it all depends on the consistent application of the available supporting instruments.

The educational policy in the immigration city Berlin aims to elevate the graduation rate in the higher qualifications among immigrant children, to integrate parents with immigrant background more intensively into the educational process of their children and to strengthen their role as educational facilitator. Besides, it emphasises the teaching of fundamental knowledge on culture and society. Furthermore, the development of a school and learning culture is necessary, which realises the heterogeneity of the pupils, builds connection with other institutions in the district and strengthens the social cohesion of the entire school. In day nurseries and schools, essential courses for a successive participation in education will be set. However, in order to facilitate and support lifelong learning, universities and institutions of continuing education should also adjust themselves to the heterogeneity



and the changed requirements of the learners, who arose from diverse educational biographies.

Successful education policy concerns the entire educational biography of a child. Through the expansion of free attendance in day nursery, as well as the introduction of the community school, which is still in a pilot stage, the Senate defines the key political aspects for education. This is a crucial prerequisite for the improvement in the educational situation of children with immigrant background.

4. Adjustment and responsibilities: The integration policy of Berlin strengthens the urban cohesion

The amity in social encounters is to be evinced in the everyday life. Urban integration gains gradually in importance, facing the diminishing integration potential of the labour market. With the *Guiding Strategy for Social Urban Development*, all the political strands would be interconnected through integrated developmental strategies and aligned in the urban space. The key aspects to be dealt with are: education/upbringing/care, employment/ local economy/ integration and habitation/social neighbourhood/ security. The *Guiding Strategy* for Social Urban Development is a central instrument of the strategic adjustment of Berlin's politics, in special concerns of the urban spaces, and thereby an important political arena for integration. In order to counteract social marginalisation and stabilise the social situation in the socially disadvantaged districts in Berlin, the Senate executes the neighbourhood management procedures in certain selected quarters in co-operation with the boroughs' authority and supports neighbourhood institutions and self-help groups. The cultural diversity in the quarters of Berlin should be encouraged and the social cohesion secured through civil engagement, self-help neighbourhood relation and political participation. An urban policy orientated at the urban spaces strengthens the potencies and overcomes the shortcomings.

5. The Berlin Senate departments deliver services to all the citizens: The integration policy of Berlin extends the customer orientation to the Senate departments and the social services for immigrants.

Long-term and successful integration signifies that those immigrants resided in Berlin should be sufficiently cov-

ered by the social welfare and supporting systems, which enable them to gain equal opportunities for 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 immigrant-specific administrations (e.g. Foreigners' Office) and the common services in youth, health, elderly and employment. Only in complex cases, where the standard services do not suffice, should exceptional offers for immigrants be carried out. The Berlin Senate department equips itself as a modern administration, which orientates at the challenges of cultural diversity.

6. Activation and participation: The integration policy of Berlin combats discrimination, is participative and strengthens the civil society.

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 are the indispensable strands of the integration policy in Berlin. Above all, the gender-related measure is one of the key issues. Immigrant women must be protected from domestic violence. Concerning the youth violence among immigrants, middle-term concepts were introduced, which aim to build up the trust of the youth in care programmes and to deploy the available possibilities by the police and law. The civil society will be reinforced by better participation of immigrants in political decision-making processes and an open dialogue with Islam, which is supplemented at the same time by the campaign against Islamist attempts. Furthermore, the civil engagement of immigrants will be encouraged as an essential element for interference and participation in the societal processes.

For the sake of reinforcement of the democratic community and the establishment of an active citizenry, the consistent combat against discrimination, regardless in which form, is indispensable, as well as the enlargement of possibilities in political partaking, in particular for immigrants.

7. Against exclusion: the integration policy of Berlin renders prospects to refugees

Successful integration policy renders an autonomous life to asylum-seekers and long-term tolerated refugees (persons who received a temporary suspension of deportation). The Senate will utilise all the chances brought by the proposed national law on the right of abode and will intensively support the long-term tolerated refugees in job search and qualification. The access for refugees to the low-threshold consultation and care offers will be guaranteed to remain open. Furthermore, the Senate aims to improve the social and health situation of persons without residence title in Berlin.

The integration concept of Berlin regards refugees as an explicit target group in the integration policy, which uplifts it from the other integration concepts of other German Federal States.

8. Better understanding stands for better governing: Berlin introduces as the first State government in Germany a system of integration monitoring

As the first State (*Land*) government in Germany, the Senate of Berlin introduces with the integration concept of 2007 a system to control the integration processes and to measure the achievements of integration. Through this implementation of integration monitoring at the level of a State, the strategic planning and governing of the integration policy of Berlin receives a new and substantiated basis. Namely, better and concreter understanding of the course of integration processes results in improved and pinpointed programmes and measures. Moreover, the discussion on the achievements and deficits of integration in Berlin will be substantiated, as checkable criteria for integration achievements will be set up and political decisions on integration will become comprehensible and transparent.

The statistical differentiation between German and foreigner is not sufficient to serve as a foundation for integration monitoring. It is, furthermore, not adequate to reveal the social reality in the immigration city of Berlin. Therefore, the Senate aims at a gradual replacement of the criterion 'nationality' through the criterion 'immigrant background' in the data collection.



2 Berlin as a city of immigration – Facts and figures on migration and demography



Berlin is the most populous city of Germany and follows St. Petersburg with the second largest population in Central Eastern Europe. Some 14 per cent of its 3.35 million inhabitants are non-Germans. Besides, there are many immigrants with 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 Federal States 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 were being distributed to Berlin and registered by the Central Registry for Repatriates for the Federal State of Berlin (ZAB).

In the history of Berlin, immigration has always played a major role; it was immigration, who 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 the 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/undocumented migration, asylum and flight. The re-migration of German nationals from abroad is not being considered as primary immigration and therefore not to be 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 aspiration for better employment in Germany (or in the EU).

However, there is a crucial criterion for 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 January 2005, opened possibilities for highly qualified workers and allowed them to have their depended 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 permit. 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 of migration 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 to 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 refugee). Recognised asylum-seekers are entitled to stay in the Federal Republic of Germany, 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.

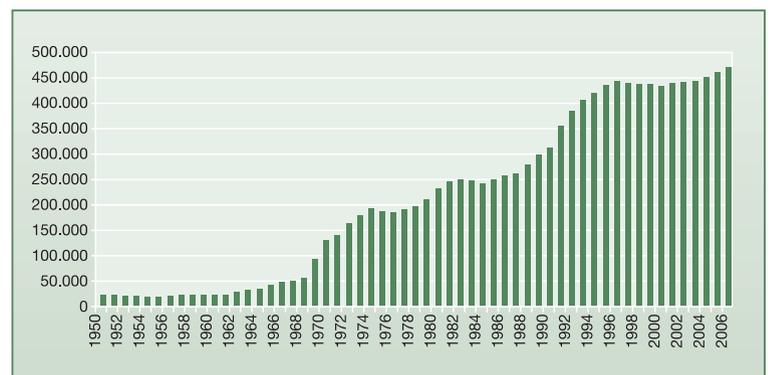
Another group of immigrants enter Germany either illegally, i.e. without valid entry permit, or legally with a tourist visa, but fail to leave the country on its expiration. They must be differentiated from those immigrants who enter the country with legal entry permit and afterwards being employed on 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)



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 predominately 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 for about a decade respectively. In the 1970s, 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-1980s, the number augmented afresh, and remained constant in the second half of the 1980s. In 1989, nearly 300,000 immigrants (296,620) were registered in Berlin, in the late 1980s, 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

Figure 1
Population of non-German nationality in Berlin 1950–2007*



*By 30th June 2007
Source: Statistics Bureau for Berlin and Brandenburg

of a 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 2006, Berlin's population dropped from 3.47 to 3.35 million. Furthermore, the shrinkage in Berlin's population was essentially attrib-

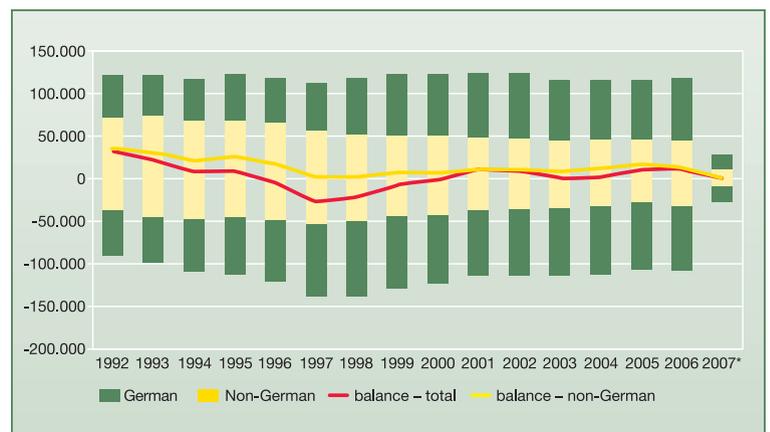


standard developments of their socio-economic structure, such districts are more suitable than the middle-class residential areas to become the starting point for the newly arrived immigrants with relatively low-income. Secondly, upon the arrival of the labour immigrants from Southern Europe, Yugoslavia 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 1990s 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 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 114,700 people. Disregarding the heterogeneous group of the "others", nationals of the EU-15 make up the second largest group with about 70,000 people, and followed by immigrants from the former Yugoslavia with about 50,000. According to the official statistics, about 44,000 people of Polish nationality and 25,000 of Russian nationality (including 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

Figure 2
In- and Out-migration in Berlin, 1992–2007*



* 1st quarter of 2007
Source: Statistics Bureau for Berlin and Brandenburg

naturalised repatriates are either Polish- or Russian-speaking. And statistically after their naturalisation, they would no longer be counted as a separated group.

The proportion between immigration to emigration to/from Berlin differed significantly among the German and non-German citizens. Alone in the last 13 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 new 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 new growth of the city. However, the slight increase in the total population cannot 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.



3 Guiding theme and strategic reformation in the integration policy of Berlin

Berlin is a city with strong ability for integration. The living together of people from various social, cultural and religious backgrounds becomes the scene of urban normality. This attitude of placid openness for the different and the new is a cultural treasure of Berlin with a distinctive long history.

In the past years, the fiercely held discourse on the question, whether Germany is an immigration country, just could not reflect the social reality in the city adequately. It does not concern a small group of neglected minority, but a significant part of the urban population. Just now, around 40% of the children and youth in Berlin under the age of 18 have an immigrant background. A successful integration of these groups of young immigrants is eminent for Berlin's future perspectives.

„Diversity means strength“ – this fundamental principal for a modern corporate culture suits especially to Berlin. Immigrants contribute to this strength immensely. They are by no means a homogenous group. Immigrants in Berlin are of different mother tongues, belong to various religious communities, came from very dissimilar social classes and cultivate various lifestyles. Hence, the discussion about integration necessitates a change in perspective. The current questions on the integration policy should refer more intensively than before to the chances, which opened through the heterogeneity and cultural diversity. In the mean time, the challenges, which generated from the living together, should neither be shielded off, nor dominate the public discussion.

The first integration concept of Berlin in 2005 undertook a leaning sceptical analysis on the actual conditions and the further development in integration of the immigrants in Berlin. The tackling of the long-term consequences resulted from an inadequate integration policy from the last forty years stood in the foreground of the last concept, like in education, employment and training, as well as in public involvement and institutional participation of immigrants.

The relevant political data on immigrant integration of the last years demonstrated a considered betterment. Among all, the most significant figure is the number of employed non-German nationals, which has been raised

in 2006 for the first time since millennium. Since the fall of the Berlin Wall, the low-skilled immigrant labourers of the western part were affected severely by the vanishing of jobs in the industrial sectors. The integration concept of 2005 realised this and indicated that the improvement in the economic environment as well as in the labour market were the essential preconditions for political achievements in integration.

The first evidences of a change were also found in other relevant political areas of integration. The number of non-German school leavers without attainment of certificate has fallen in the last seven years for about 4.5 percentage points (at 19.8% in academic year 1999/2000 and reached 15.3% in 2005/06). During the same period, the rate of non-German students receiving Abitur (university entrance qualification) has been raised from 12% to 17.8% (an increase of 5.8%).

Nonetheless, integration remains a great deal. Despite the economic recovery, Berlin is still a city with abundant social contradictions. The highest number of recipients of state subsidies in Germany is to be found in Berlin, enhanced by an unemployment rate of 19.1% (the average of 2006). Immigrants are being strongly affected by such critical developments.

Besides encouraging cultural diversity, integration in the view of such pressing background should first and foremost guarantee equal opportunities for individuals or entire groups to participate in the social life and articulate their own interest, as well as to be protected from individual and collective marginalisation. Therefore, integration policy concerns primarily the establishment of equal opportunities.

„Encouraging diversity – strengthening cohesion“ – the guiding theme of the integration policy of Berlin reflects both faces of a modern integration policy: on one hand, the chances arising from the cultural diversity should be recognised and utilised; on the other hand, the objective for more equal opportunities in the main living spheres should not be neglected. If diversity exists without equal opportunities, social segregation would just be worsened; and if equal opportunity comes without consideration for the cultural diversity, the culturally dissimilar one will then be excluded.



With the integration concept 2007, the Senate provides its integration policy a new foundation. During this legislative period, the proposed development of political guidelines from the integration concept 2005 will be enhanced with an obligatory catalogue of measures. Thereby, the Senate concentrates its efforts on 46 guiding projects, which bear fundamental importance for the achievement of political objectives in integration.

All the Senate departments participate in the implementation of the measures. Integration policy as a cross-departmental matter will be further enhanced. At the same time, the integration policy of Berlin gains new incentives through the agreed construction of a new Senate department for integration, employment and social affairs.

Berlin, as the first Federal State, sets a new path in integration policy with the introduction of a monitoring system on integration supported by indicators. The recommended indicators allege for the first time criteria for the measurement of integration achievements and allow a transparent and controllable governance of integration policy.

However, the political achievements in integration are not to be determined at the State level alone. The important basic conditions should be set up by the national government. Hence, the Senate welcomes the adoption of the 'National Plan for Integration' in summer of 2007 and the therein embodied obligation of the federation and the states. Here, the involvement of the immigrants into the process is of particular importance. Berlin will thereby lobby through the implementation of the National Plan for Integration, that the underlying guiding themes and strategies of its integration concept will be considered at the federation level.

European cities are cities of immigration. They learn from their European partners and further develop their political strategies for integration. Berlin has already obtained good experiences in such form of exchange and will further intensify it. Thus, Berlin has applied as hosting city for the European Conference on Integration 'Integrating Cities' in spring 2009. By doing so, Berlin aims to demonstrate the reinforced co-operation between European cities in the embodiment of integration policy, especially during the 'Year of intercultural dialogue 2008'.



4 Strategies, objectives und guiding projects of the integration policy of Berlin



In the following parts, the seven fundamental strategies of the integration policy of Berlin will be presented according to their objectives, indicators and the main projects.

4.1. International appeal and cultural diversity – developing Berlin’s strengths

One city – many lifeworlds: Berlin lives on its placid tolerance for different social and cultural lifeworlds. This sedateness shapes the city as an open European metropolis with strong national and international appeal. An affirmative and placid dealing with diversity encourages the intercultural competence, the liveliness and the actionability of the city and contributes positively for the international competition. Particularly young people, artists, academic persons and university students are attracted to Berlin. Ideas can be developed and verified here with relatively low living costs. The Senate recognizes an enormous potential to use culture and science as a bridge between the Berliners of different origins and the international guests from art and science.

Background

Since a long time, Berlin has been the destination of migratory movements from all around the globe – the city has been grown through the centuries and emerged as a metropolis through migration. Particularly artists, academic persons and university students are attracted to Berlin.

Migration connotes exchange of traditions, religions and lifeworlds. Migration connotes also tension between the old-established and the newly-arrived. It can generate or aggravate social classes to different extends accordingly. However, in an open society, migration could create spaces for ideas, creativity, development and future.

Without the age-longed cultural interactions beyond the national boundaries and without the continuous acquirement from the originally extraneous cultural influences would Berlin’s diversity, international appeal and its values on freedom, openness, tolerance, culture and creativity be totally inconceivable.

In the last years, around 45,000 immigrants from overseas

came to Berlin annually. The backgrounds might be dissimilar; the wish for a quick settlement in Berlin unites them. Concerning this, the Senate has established a concept for a welcome culture in the last legislative period. A welcome culture means to greet the new immigrants, to take the difficulties upon arrival seriously and to systematically accompany the process of integration from the beginning. Besides, the new immigrants should be able to utilise their qualifications, to stand on their own feet as soon as possible and to actively create their own future. In this process, the integration courses in the company of German language courses bear a strong relevance. The language skills are a fundamental requirement for the new immigrants to confidently utilise the services provided by the city and their chances in employment and training. Besides, opportunities for social contact with persons beyond their own ethnic community would also be opened up for them. Therefore, it is of crucial importance for a successive integration that the new immigrants would undertake the provisions of the integration courses. For the sake of a quicker integration, the Senate aims to better connect the language courses and the job-related qualification together.

Embodied in the welcome culture, Berlin represents and promotes itself as an interesting world city with high potentials. In the last years, the Senate has carried out abundant measures facilitating the inflow of investors and qualified workers to Berlin.

The Senate formulates two objectives in the framework of this strategy. On one hand, the welcome culture in Berlin should be further developed; on the other hand, the access of the immigrants to places and opportunities for cultural establishment should be facilitated.

Objectives

Main objective is to develop the international appeal of Berlin and visualise its cultural diversity.

Sub-objectives:

In the framework of the present strategy, the Senate formulates two sub-objectives:

- Establishment of a welcome culture in Berlin;
- Enhancement in public relations and public perception of intercultural events.

Main projects of the Senate of Berlin until 2011

Guiding project – the Foreigner Office will be progressed as a service point for new immigrants

In the last years, the Foreigner Office has been developed progressively to a service institution for the new immigrants. Being supported by the Commissioner for Integration and Migration of the Senate of Berlin, a comprehensive programme for intercultural opening has been started and customer orientation been extended. By doing so, the Foreigner Office collaborated tightly with other federal institutions and non-governmental stakeholders.

For instance, a new Clearing Agency, managed by charity organisations and accommodated in the offices of the Foreigner Office, was jointly organised in June 2006 by the Foreigner Office, the Federal Office for Migration and Refugees and the charity organisations. With this cross-departmental co-operation among the relevant stakeholders, innovative methods in integration assistance will be introduced and extended. In this Clearing Agency, new immigrants will receive assistance in orientation in the labour and training market, as well as in search for housing, schools, integration courses and social consultation services. The Senate targets to expand the services of this Clearing Agency in the Foreigner Office and the corresponding services in the local administration offices.

Other important projects:

- The Berlin Welcome Package for new immigrants will be further developed.
- The existing services for particular non-German target groups will be further equipped, e.g. via the Investor Service Agency (ZAK).
- The intercultural ability of the public cultural institutions will be enhanced.

4.2

Integration through participation in the labour market – Immigrants in the training and labour market and as investors

The achievement of social integration depends decisively on the participation in the labour market. In view of the recovering labour market in Berlin, it is essential to gather the measures for integration in the labour market. In doing so, Berlin will utilise the entire supporting measures available for an active employment policy, which provided by the Social Security Code (SGB), and justify them at the target groups correspondingly. A range of interrelated assistances in language and employability are offered, as well as an optimisation for the basic requirements towards self-employment. In that way, competencies will be recognised and made applicable. In order to improve the participation rate in the vocational training of youth with immigrant background, the transition from school to training shall be closely accompanied and the assistance programmes be further developed and improved.

Background

The achievement of social integration depends decisively on the participation in the labour market, especially for the immigrant residents and their children, as well as for future immigrants. The employment allows people to finance their living independently from state subsidies, to receive social acceptance and to bridge social contacts, which outreach the boundaries of family and ethnic community. With stronger and interconnected services in administration, consultation and qualification services, which enhance the development of job-related competencies, the entrance into the labour market will be facilitated. Besides, immigrants are particularly attracted by the development potentials of Berlin's labour market.

The job-related orientation and future plans should develop in advance, for instance, in schools and by the access to qualified vocational training. The strategy 'Integration through participation in labour market' is to be put forth in schools and during the three critical stages of employment: the transit from school to vocational train-

Table 3
Self-employed persons of German and non-German nationality
in Berlin (1999–2006)

Year		Total Working population in 1,000	There from self-employed	
			In 1,000	in %
1999 ¹	German	1,325.9	142.2	10.7
	Non-German	146.7	20.4	13.9
	Berlin total	1,472.6	162.6	11.0
2000 ²	German	1,324.4	158.6	12.0
	Non-German	147.7	20.0	13.5
	Berlin total	1,467.8	170.4	11.6
2001 ³	German	1,316.2	150.4	11.4
	Non-German	151.6	20.0	13.2
	Berlin total	1,467.8	170.4	11.6
2002 ⁴	German	1,302.1	149.3	11.5
	Non-German	148.0	21.1	14.3
	Berlin total	1,450.1	170.5	11.8
2003 ⁵	German	1,272.3	165.6	13.0
	Non-German	144.0	22.9	15.9
	Berlin total	1,416.3	188.5	13.3
2004 ⁶	German	1,265.7	174.5	13.8
	Non-German	142.0	25.4	17.9
	Berlin total	1,407.7	199.9	14.2
2005 ⁷	German	1,268.4	184.6	14.6
	Non-German	165.8	35.9	21.7
	Berlin total	1,434.2	220.5	15.4
2006 ⁷	German	1,287.3	200.9	15.6
	Non-German	169.5	40.2	23.7
	Berlin total	1,456.9 [*]	241.2 [*]	16.6

¹ April 1999; ² May 2000; ³ April 2001; ⁴ April 2002; ⁵ May 2003; ⁶ March 2004; ⁷ annual average
Source: Statistical Office of the Federal State Berlin / Micro-census 2004 ^{*} rounding error

ing, from training to employment, from worklessness to re-entry into employment. During these three critical stages, the aiding measures must be purposefully applied. Nonetheless, a comprehensive strategy has to embody the networking possibilities between the services and the stakeholders of the important stages of occupational integration.

Taking the last 15 years in consideration, Berlin has experienced two significant developments: on one hand, with the increasing rate of business setup among immigrants since the end of 1990s, Berlin has received manifold economic incentives. In the meantime, almost every fifth employed person with foreign nationality in Berlin is self-employed. The small- and medium-size companies of the immigrants create plentiful jobs, especially in service sectors. The strong initiative and creativity, above all from the immigrants, contribute to the economic diversity and dynamic business life in Berlin.

However, the living situation of immigrants and their families is also characterised by unemployment and long-term dependency on state subsidy. Since the fall of the Berlin Wall, the deindustrialisation process set forth in Berlin and resulted in massive vanishing of jobs, particularly in the industrial sectors. During that, the low-skilled labour immigrants of the first generation were affected in a disproportionately high degree. Their children are in turn underrepresented in the training market. Far too low is the rate of those, who has accomplished a vocational qualification. They are lack of secured perspectives for employment, which may led them into dependency on state subsidies in a medium run.

In 2005, this long term process of continuously decreasing employment and training rate among the persons with immigrant background could finally be halted. The number of employed non-German nationals was 165,000 in 2005, up 20,000 over the comparable record from 2003. This increase is to be explained by the growth in self-employment. The number of the self-employed non-German nationals rose in the same period from 22,900 to 40,200, which means that almost every fourth employed person (23.7%) with foreign nationality in Berlin was self-employed in 2006, compared to the 15.6% of their

German counterparts. Furthermore, the number of non-German nationals in employment subject to social security contributions, which kept falling since 1990, rose again in 2006 with 64,556 persons and retained the level of 2003. A similar development can also be observed in the training vacancies for non-German trainees. The training rate has increased to 4.7% in 2006/07, against the general falling since the 1990s, and reached the level of 2003. A kind of tentative optimism can be announced, that persons of immigrant background also benefit from the positive developments in the training and labour market of Berlin.

Table 4
German and non-German nationals in employment subject to social security contributions in Berlin 1989¹–2006²

Year	Total	German	in % from total	Non German	in % from total	There from females	in %
1989	768,614	671,440	87.4	97,174	12.6	38,985	40.1
1990	831,057	731,599	88.0	99,458	12.0	40,379	40.6
1991	873,110	775,341	88.8	97,769	11.2	39,658	40.6
1992	876,783	777,957	88.7	98,826	11.3	40,508	41.0
1993	873,081	775,896	88.9	97,185	11.1	39,400	40.5
1994	852,429	763,316	89.5	89,113	10.5	36,325	40.8
1995	826,641	742,810	89.9	83,831	10.1	34,571	41.2
1996 ³	1,184,954	1,098,991	92.7	85,963	7.3	34,889	40.6
1997	1,150,629	1,069,594	93.0	81,035	7.0	33,157	40.9
1998	1,137,357	1,057,886	93.0	79,471	7.0	32,721	41.2
1999	1,148,960	1,075,782	93.6	73,178	6.4	30,198	41.3
2000	1,143,032	1,068,158	93.4	74,874	6.6	31,980	42.7
2001	1,132,602	1,058,673	93.5	73,929	6.5	31,754	43.0
2002	1,094,823	1,023,532	93.5	71,291	6.5	30,873	43.3
2003	1,065,256	997,880	93.7	66,635	6.3	29,394	44.1
2004	1,035,943	971,831	93.8	63,553	6.1	28,112	44.2
2005	1,018,501	955,889	93.9	61,891	6.1	27,377	44.2
2006 ²	1,042,074	976,082	93.6	65,538	6.3	28,614	43.7

¹ taken on 31st December of each year

² taken on 30.09.2006

³ starting from 1996, figures are collected for Berlin as a whole

Source: Statistics Bureau for Berlin and Brandenburg

Table 5
Unemployment of German and non-German nationals 1998–2007^{1,3}

Year ¹	Total	in % ²	German		Non-German			
			total	in % ²	total	in % ²	There from females	in %
1998	273,118	17.9	228,003	16.4	45,115	33.5	17,038	37.8
1999	268,174	17.7	222,602	16.1	45,572	34.0	17,269	37.9
2000	264,819	17.6	219,211	16.0	45,608	34.0	17,311	38.0
2001	272,330	17.9	225,525	16.3	46,805	35.7	17,936	38.3
2002	288,285	18.9	238,440	17.1	49,845	38.0	19,277	38.7
2003	306,462	20.2	253,975	18.4	52,488	38.8	20,321	38.7
2004	298,358	19.9	246,476	18.0	51,882	38.3	20,441	39.4
2005	319,178	21.5	257,230	19.1	59,515	44.1	25,960	43.6
2006	293,497	20.1	235,554	17.7	57,943	41.9	25,656	44.3
2007	263,061	18.0	209,060	15.9	53,342	37.4	23,919	44.8

¹ annual average, 2007: January to November

² on the basis of the dependent civil employed person

³ Starting from January 2005, due to the inclusion of the general allowance for the job-seekers, adjustments are needed; therefore the results are only tentative

Source: Federal Bureau for Labour, Regional Divisions for Berlin-Brandenburg

Table 6
Trainees of German and non-German nationality
in Berlin (Academic year 1984/85–2006/07)

Academic year	German	Non-German	Quota of non-German trainee in %
1984/85*	39,548	3,341	7.8
1989/90*	31,988	4,606	12.6
1993/94	50,127	4,864	8.8
1999/00	59,511	3,393	5.4
2000/01	59,440	3,256	5.2
2001/02	58,742	3,200	5.2
2002/03	56,158	3,025	5.1
2003/04	54,953	2,741	4.8
2004/05	54,211	2,576	4.5
2005/06	53,138	2,320	4.2
2006/07**	55,067	2,726	4.7

* only West Berlin

** total in public and private vocational schools, general and special vocational schools, all professions included

Source: Statistics Bureau for Berlin and Brandenburg;
 Senate Department for Education, Science and Research

Despite these encouraging improvements, initiatives are still needed in the following three areas:

1. To qualify and support the unemployed immigrants to re-entry into working life and to pullout from the dependency on state subsidies.
2. It is of pressing importance to significantly elevate the number of trainees among the immigrant youth. The emphasis should be set in the regular training courses. Reforms should orientate at the successive accomplishment of the training, which enables the entry into working life.
3. In spite of the encouraging figures, the commencement and courage for self-employment should be further promoted. To ensure this, the bureaucratic and judicial obstacles should be abolished and consultation services for potential investors be expanded. A special emphasis should lay on the guidance for the new businesses, which were setup in the last years.

Due to a lasting structural change in the employment structure, in spite of the current recovering economic sit-

uation, it is indispensable to sustain employment by political interventions in the labour market. Especially in the time of high unemployment, the public financed jobs are of crucial importance. Besides, the preparation and training for the employment should be stronger connected with the demands of the target groups. If required, the enhancement in languages should be cross-sectionally integrated in all the education and training offers.

Objectives

The following objectives are being set up by the present strategy:

Main objective is to guarantee that immigrants receive the same access opportunity to vocational training and employment as the members of the majority.

Sub-objectives: along with the two fundamental fields of employment and training, the Senate defines four preferential sub-objectives for the coming years:

- Immigrant youth should receive the same access opportunity to vocational training and to entry into the labour force as the members of the majority;
- Immigrants should receive the same access opportunity to and re-entry into the labour market as the members of the majority;
- Immigrants should receive the same opportunity to job-related development and to attain an earning above the poverty boundary defined by the Social Security Code as the members of the majority;
- Immigrants should receive the same opportunity in business setup and the exercise of independent activities as the members of the majority.

Indicators for reviewing objectives

In order to assess the achievements in this sphere of action, the following eight indicators are being set up, which are also being incorporated into the monitoring system of integration in Berlin.

- The rate of trainee among the population aged between 18–24 with and without immigrant background;

- The rate of trainee with immigrant background to the total;
- The relationship between the rate of accomplishment and termination of training among trainees with and without immigrant background;
- The rate of employed persons in employment subject to social security contribution with and without immigrant background to the population with and without immigrant background aged 15–65;
- The rate of unemployment with and without immigrant background;
- The rate of unemployment aged under 25 with and without immigrant background;
- The rate of self-employment with and without immigrant background to all employed persons with and without immigrant background;
- The number of registered and dissolved business from population with and without immigrant background.

Main projects of the Berlin Senate until 2011

Guiding project 1 – Immigrants will be supported in modular vocational training

School leavers without attainment of any certificate or with serious academic, social and linguistic deficits, there from about one third are non-German native, receive a petit chance to start a regular vocational training and to accomplish it successively.

The Federal State Berlin paves a new path for this group of person group in the vocational training with a set of 'Dual-modular Measures on Qualification' (MDQM). A new concept, which is being experimented in a pilot project and in-between integrated as a regular academic service, suggests to divide the vocational training into units, in which the preparation and training are tightly linked with each other, both in content and organisation. Starting from the elementary level, the vocational training will be provided by accredited training professions and achievements of trainees will be accordingly certified. In order to abolish the language-related obstacles, languages courses will be provided in accompany with the vocations.

The Senate supports the initiative on the development at the State level of the so-called transition system with nationally uniform training blocks. It aims to enable the youth with fewer opportunities to receive vocational training in modular format. In the development of new national vocational training regulations, the Senate of Berlin aims to campaign for more attentions for this unitised training method, which can be carried out flexibly in preparation and enhancement measures and enables the achievement of an accredited qualification.

Guiding project 2 – Immigrants should obtain easier access to vocational training and public services: The campaign, Berlin needs you'

To raise the ratio of immigrants in vocational training in the public services is the target of the Vocational Qualifications Network for Immigrants (BQN Berlin*), which operates at the Commissioner of Migration and Integration.

In order to reach this target, the BQN Berlin takes the following initiatives since 2005:

- A monitoring committee regarding 'Training of immigrants in public services' was established, in which representatives from the Senate Departments, from the borough authorities, the Federal Administration Department, educational institutions and self-help organizations of immigrants co-operate.
- Starting from 2005, the target groups will be directly approached by announcement on training vacancies. In the announcements from Berlin's administrations, the following statement will be annexed: 'we welcome expressly the applications from youth of non-German origin, who fulfill the requirements.'
- In 2006, BQN started an information campaign 'Berlin needs you!' which informs the youth with immigrant background on the training in public services and their requirements. In the information campaign, parents and stakeholders are involved, who have direct contact to the young people.

Through these efforts, the first achievements have been attained: in 2006, the rate of applications for training in public services from young people with immigrant background has risen significantly to the total application. The Senate aims to take further steps to enhance this rate and to develop the activated initiatives of the BQN onward.

Guiding project 3 – Intercultural opening of the Job-Centre

The improvement of the intercultural competency of the stakeholders in the labour market is an essential pre-condition in reaching the target groups. The Senate welcomes the announcement of the Federal Office for Employment (BA) in enhancing the intercultural competency in the employment agencies.

In this legislative period, the Senate has jointly put an emphasis on the intercultural opening in the job centres with the regional employment agencies in Berlin-Brandenburg and the boroughs. Among its judicial and political possibilities, the Senate Department for Integration, Employment and Social Affairs supports initiatives, which work on the introduction of development procedures for intercultural organisation in the selected job centres. Their objective is to enhance the job centres in opening up for immigrants as target group, which, in the context of implementation, means the consultation on organisation and further training on intercultural opening for the staff. The knowledge on the social and cultural situation of immigrants will be broadened and the capabilities of purposeful approach to this client group be expanded. Above all, the adequate organisation structure will be established.

Other important projects:

- Immigrants will be purposely supported by the European Social Fund from 2008 to 2013;
- The Senate takes the initiative for an eased acknowledgment of the acquired qualifications in the home countries;
- Local networks for economy and employment will be facilitated.

4.3.

Integration through education: recognition and promotion of every talent

Successful integration policy redefines the educational objective in the day nurseries and schools. Day nurseries and general-educational schools are the most important integration authorities for the younger immigrants. Decisive courses were set with the reforms in the Berlin Day Nursery Subsidy Act, the Berlin Education Act and the introduction of the concept “integration through education”, in order to perk up the educational situation of children and youth. The educational policy in the immigration city Berlin aims to elevate the immigrant children’s graduation rate in the higher qualifications, to integrate parents with immigrant background more intensively into the educational process of their children and to strengthen their role as educational facilitator. Besides, it emphasises the teaching of fundamental knowledge on culture and society. Moreover, the development of a school and learning culture is necessary, which realises the heterogeneity of the pupils, builds connections with other institutions in the district and strengthens the social cohesion of the entire school. Essential courses will be set in day nurseries and schools for a successive participation in education. However, in order to facilitate and support the lifelong learning, universities and institutions of continuing education should also adjust themselves to the heterogeneity and the changed requirements of the learners, who arise from diverse educational biographies.

Background

Schools and day nurseries in a metropolis, like Berlin, reflect the local social environment. The social differences, various cultural traditions and religious commitment are just some of the normal courses of life of many students. A reactively structured education policy, which primarily conceives the heterogeneity as an obstacle, cannot adequately tackle the challenges and chances, which emerged through the diversity. Above all, the secondary general schools are being regarded as a reservoir for those who do not possess any prospect in the society.

Hence, the modernisation of the education system represents as a fundamental assignment for the future of Berlin, since investment in education denotes investment in the future of the youth. In this manner, Berlin relies on the responsible parents, who take the initiative for the educational achievements of their children. A reform in the education system has to take the future developments into consideration and at the same time focus on the equal opportunity, participation and acknowledgment of cultural and religious differences. In spite of the disappointing results in international comparison of student achievements, like in the Programme for International Student Assessment (PISA) from 2000 and 2003, the Senate is convinced that a forward-looking fashioned education policy does not encompass unrealistic visions. In a reasonable period, high quality in teaching and a balanced distribution of education chances are attainable.

The main reasons for the low education achievements of children from families with low human capital are the insufficient and poor language skills in the preparation of teaching and learning materials. They additionally impede the chance of those students in the different educational stages, who attempt to achieve higher qualifications.

The German education system cannot achieve alone to provide all children the same accesses to higher education. Children and youth from immigrant households encounter critical education developments more frequently than their counterparts from German household. The high dropout rate among these groups is particularly alarming.

Academic year	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00
Non-German total *	3,784	3,621	3,689	4,119	3,979	4,165
There from without certificate **	765	701	645	811	829	824
in %	20.2	19.4	17.5	19.7	20.8	19.8
German total*	26,037	27,335	28,790	29,129	33,071	31,288
There from without certificate **	1,642	1,381	1,941	2,051	2,159	2,070
in %	6.3	5.1	6.7	7.0	6.5	6.6
Academic year	2000/01	2000/01	2001/02	2002/03	2003/04	2005/06
Non-German total *	3,555	4,191	4,323	4,439	4,645	4,322
There from without certificate **	569	753	824	724	727	659
in %	16.0	18.0	19.1	16.5	15.7	15.3
German total*	31,570	30,684	30,161	30,101	29,268	27,793
There from without certificate **	1,622	1,947	1,957	1,680	1,397	1,339
in %	5.1	6.3	6.5	5.4	4.8	4.8

* secondary general schools, intermediate schools, grammar schools and comprehensive schools (including free Waldorf schools); excluding supporting classes for pupils of non-German native in the secondary level, excluding schools with supporting emphases in 'learning' and "mental development" as well as other special pedagogic emphases.

** secondary general schools and intermediate schools, without certificate of schools with special pedagogic emphases 'Learning' and "mental development" as well as other special pedagogic emphases; without supporting classes for pupils of non-German native in the secondary level; without grammar schools and comprehensive schools

Source: Senate Department for Education, Science and Research

Academic year	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00
Non-German total *	3,784	3,621	3,689	4,119	3,979	4,165
There from with Abitur **	513	473	479	498	469	500
in %	13.6	13.1	13.0	12.1	11.8	12.0
German total *	26,037	27,335	28,790	29,129	33,071	31,288
There from with Abitur **	9,207	9,866	10,135	10,121	10,642	10,663
in %	35.4	36.1	35.2	34.7	32.2	34.1
Academic year	2000/01	2000/01	2001/02	2002/03	2003/04	2005/06
Non-German total *	3,555	4,191	4,323	4,439	4,645	4,322
There from with Abitur **	593	608	585	688	777	766
in %	16.7	14.5	13.5	15.6	16.7	17.8
German total *	31,570	30,684	30,161	30,101	29,268	27,793
There from with Abitur **	10,913	10,713	10,615	10,927	11,227	11,473
in %	34.6	34.9	35.2	36.3	38.4	41.3

* secondary general schools, intermediate schools, grammar schools and comprehensive schools (including free Waldorf schools); excluding supporting classes for pupils of non-German native in the secondary level, excluding schools with supporting emphases in "learning" and "mental development" as well as other special pedagogic emphases.

** Grammar schools and comprehensive schools (free Waldorf schools)

Source: Senate Department for Education, Science and Research

Table 9 Participation of youths of non-German nationality in education in Berlin (academic year 2005/2006 alternatively 2006/2007), by gender

	Males	Females	Females in %
Pupils of non-German nationality at public schools (2006/2007 alternatively 2005/2006)	27,006	25,478	48.6
Pupils of non-German nationality without certificate (2005/2006)	445	268	37.9
Pupils of non-German nationality with Abitur (2005/2006)	343	423	56.9
Trainees of non-German nationality (2006/2007)	1,174	1,114	48.7
Students of non-German nationality enrolled at Berlin universities/academia with German Abitur (winter semester 2006/2007)	2,410	2,185	47.6
Foreign students without German Abitur at Berlin universities /academia (winter semester 2006/2007)	7,228	8,406	53.8

Source: Senate Department for Education, Science and Research; Statistics Bureau for Berlin and Brandenburg

In response to the findings of the PISA assessments, Berlin was the first Federal State to introduce a new Education Act in January 2004. Furthermore, an Educational Programme for Day Nursery has been issued in 2004 and the Decree on the Training of Teaching Staff has been amended in 2006. In May 2005, the then-Senate Department for Education, Youth and Sport presented the programme 'Integration through education' in the House of Representatives. For the first time, the social and cultural diversity in the schools in Berlin and the resulted challenges in the didactics and concepts were being taken into consideration.

The latest statistics in the education participation in Berlin can be regarded with caution as the first achievement of a modernised education policy. The rate of non-German school leavers without attainment of any certificate has been fallen continuously for 3.8% in the last four years, compared to 0.6% of their German fellows without attainment. The number of the non-German students with university entrance qualification (Abitur) has been raised for 4.3% over the same period, compared to 5% of their German fellows.

In order to narrow the gap between students with and without immigrant background in participation and attainment, reforms in the education system have to be further carried out and implemented with insistence. Interventions in the education policy are concurrently important in the following five educational stages: in the pre-school education, in primary school, in secondary school, in tertiary institutions as well as adult continuing education. The following aspects are of special significance: consistent language enhancement for children and pupils, a intensified co-operation with parents and families, the enhancement of their individual responsibilities, the professional qualification and further training of educational staff, the increase in the number of educational staff with immigrant background, the opening up of day nurseries and schools as well as the networking of the relevant insti-

tutions in the living quarter. One of the emphases is thereby the enhancement in the individual responsibility of the schools. Every school has its own characteristics, which created by the students, teachers and the circumstances in the living quarter. In order to generate an attractive profile and satisfactory working and learning environment for all the involved, every school needs, beyond the bureaucratic requirements, the possibilities to find their own way.

The fundamental courses for successive participation in education are being set in the pre-school institutions and schools. However, in order to facilitate and support the life-long learning, universities and institutions of continuing education should adjust themselves to the heterogeneity and changed requirements of the learners, who arise from diverse educational biographies. All the above named areas will be supported by the Senate through special measures:

Objectives

The following objectives are being set up by the present strategy:

Main objective is to align the attainment and language proficiency in all the stages of education between students with and without immigrant background, as well as to equalise the participation of adult immigrants in the offers of vocational and further training.

Sub-objectives:

- Augmentation in the attendance of children with immigrant background in day nursery to minimum 2 1/2 years before primary school;
- Alignment in the language proficiency of children and students with and without immigrant background in all the stages of education – with a parallel increase in the language competency of all children;
- Alignment in the level of qualified and higher education attainment of students with and without immigrant background;
- Augmentation in the rate of university students with immigrant background in universities and colleges in Berlin;
- Augmentation in the rate of graduation of non-mobile foreign students (persons with immigrant background

who completed the secondary education in Germany) from universities and colleges;

- Augmentation in the rate of teaching staff with immigrant background in the education system;
- Better reconciliation and co-operation between school and parents with immigrant background;
- Teaching language skills and social political knowledge to immigrants through integration courses and supplementary courses in adult education centres according to the Immigrant Act immigrants;
- Improvement of the access to labour market through continuing language courses, job-related and preparatory training offers;
- Alignment in the rate of participation among youth with immigrant background, especially young women, in the dual system and in the vocational education and training in relation to the total.

Indicators for reviewing objectives

In order to assess the achievements in this sphere of action, the following indicators are being set up, which are also being incorporated into the monitoring system of integration in the school administration

- The rate of children with special needs in the German language proficiency with or without immigrant background during the primary school enrolment;
- The results of language assessment in the 7th grade of children with and without immigrant background;
- The rate of students with and without immigrant background in the 8th grade by school type;
- The rate of school leavers without attainment of any certificate with and without immigrant background to the total school leavers with and without immigrant background;
- The distribution of school leavers according to certificate (including polytechnic level) with and without immigrant background;
- The rate of students and graduates with immigrant background, who finished the secondary education in Germany, to the total number of students, who finished the secondary education in Germany at
 - universities
 - and polytechnics;

Main projects of the Berlin Senate until 2011

Guiding project 1 – Language enhancement programme in day nurseries and care centres will be purposed and extended

The enhancement in the communication ability is a challenging goal in the education at the infantile level. The priority lies on a systematic acquisition of the German language to a level, which enables achievement in the coming education stages. In fulfilling this, the Senate has developed a set of targeted measures, which will be further carried out and intensified. The essential elements of the measures include:

- The usage of long-term observation and documentation of the communication ability as the basis for individual support,
- The enlargement in language enhancement programmes one year prior to the primary school enrolment,
- Qualified staff as well as programmes and materials in language enhancement (e.g. diary of language learning), which correspond to the current scientific research findings,
- An internal and external evaluation on the pedagogical task according to the education programme.

Guiding project 2 – Programme for low-threshold parental involvement in the day nurseries of the city will be purposed and extended

Parents are the most important co-operation partner for day nursery and school. Their involvement denotes a fundamental importance to the education achievement of the children. The pre-conditions for an effective collaboration lie on the knowledge of the education system and the mutual trust. Low-threshold offers facilitate the access to day nursery and school and enable an active participation of the parents, who will become competent and helpful partners of the institutions and contribute essentially to the further development of the work.

The Senate desires to extend the work on activation of parents and intercultural developments in day nurseries. The programmes 'Parental Tutor' (rucksack project) and 'Mothers of the District' will be further supported, which are being carried out by mothers from immigrant families, who support the educational tasks of other immigrant families. Furthermore, the number of the participating day nurseries, particular from the inner city quarters, should be raised significantly. The successful model of mother/parent courses in schools should be further extended to pre-school institutions as well.

- The rate of teaching staff in day nurseries with immigrant background to the total;
- The rate of teachers with immigrant background to the total (by school, school type and total);
- The rate of parents with immigrant background as parental representatives;
- The rate of youth with immigrant background, especially young women, in the dual system and in the vocational teaching and training

Guiding project 3 – Immigrants will be supported in the collective schools

In the Coalition Treaty, the coalition partners proclaimed the surmounting of social selection of children in the education system. In the pilot phase from 2008 – 2011, the progressive introduction of the collective school according to the Scandinavian principal of undivided school will begin. In the collective school, students will learn collectively until the end of the 10th grade. As many as possible of them should attain the Abitur. During the pilot phase, schools should develop into a collective school voluntarily. Schools, which participate in the pilot phase, are required to present the decision of the parent/teachers conference as well as a concept for the further development to a collective school. A funding of 22 Mio € will be provided in the pilot phase 2008–2011.

Guiding project 4 – The language enhancement in school will be reinforced

Due to the results of the language standard assessment, the language enhancement provisions (German as second language), which concurrently being carried out only for children and youth with immigrant background, will be extended to all students with ascertained language deficiency. The objective of the language enhancement Germans as mother/second language is to improve the language skills of the students as early and as quick as possible, so that they can actively take part in all the subjects. The provisions range from the beginning stage of school till the 10th class and include, for instance, language standard assessment, language courses, small class education and comprehensive qualifications of teaching staff.

Other important projects:

- The programme for language enhancement in day nurseries will be extended;
- The free attendance of day nurseries will be expanded;
- The intercultural competence of schools will be improved through employment of teaching staff with immigrant background and through the initiation of school partnership with immigrant organisations in the quarter;
- Questions on the social and religious values in the immigration society will be nourished through the introduction of the ethics lesson in the schools of Berlin.

4.4

Integration through strengthening of the urban cohesion

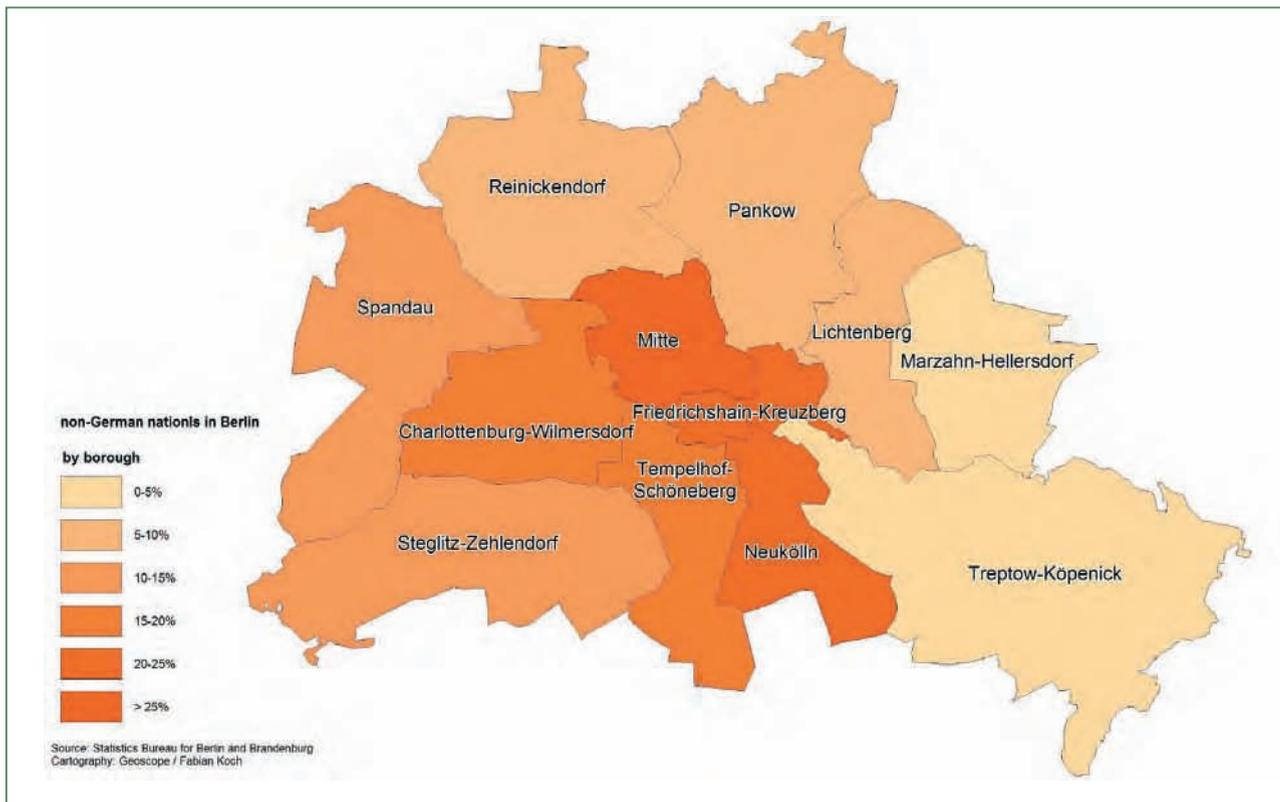
Successful integration policy strengthens the urban cohesion: The amity in social encounters is to be evinced in the everyday life – on the streets, in the parks, in playgrounds or in sport associations. As a result of the diminishing integration potential of the labour market, the integration in urban space, in associations, in communities and other form of organisations of the living environment gain in importance. In order to counteract social marginalisation and/or stabilise the social situation in the socially disadvantaged districts in Berlin, the Senate executes the neighbourhood management procedures in certain selected quarters in co-operation with the boroughs' authority and supports neighbourhood institutions and self help groups. Through the support of the civil engagement, like in society and sports, self help neighbourhood relation and political participation, the cultural diversity in the quarters of Berlin should be encouraged and the social cohesion be secured.

Background

Neighbourhoods, which ethnically shaped, provide immigrant families a feeling of security and acceptance in the beginning phase of orientation. They can facilitate the integration process through the formation of strong networks of families and friends. The family functions as a social link and integration motor and the locally established economy provides jobs in area of high unemployment. However, social disengagement of the individual urban areas from the rest of the society will be resulted, where social and ethnic segregation meet and the social disadvantages and low education participation pressure especially on the immigrants and their offspring. In order to stabilise, to prevent an intensified social and ethnic segregation and to attenuate their consequences in the encumbered quarters, especially in the inner-city boroughs, the strengthened cross-department efforts are urgently needed. Nonetheless, ethnic segregation is not the cause, but a consequence of social disadvantages. Therefore, the publicly conceived ethnicisation of social disadvantages is

Map 1

Non-German nationals in Berlin by boroughs



counterproductive and skirts along the actual problems of the social disadvantaged quarters.

An integration policy justified for the urban space does not consider those quarters with extraordinary social tasks only in the view of deficiency. In order to recognise the available resources provided by such quarters, one has to abandon the deficit-orientated perception schema, at least partially. Many of the inhabitants of such quarters have a high degree of motivation and engagement in bringing in their competence for the arrangements of the community. This applies especially to persons with immigrant background. Their histories, cultural conventions, and religious rituals enrich the living of the quarters. Moreover, many of them want to take part actively and participate in the arrangements of the communities. The ethnic economy is, for example, an essential strand of the local economy. A stroll through the streets and backyards in Kreuzberg, Neukölln, Tempelhof-Schöneberg and Mitte will provide a lively image on the diverse local economy. This ability to self-help will be further promoted in the future. The first fundament is being laid by the provisions reinforcing the local economy, linked with the classical business development, as well as by assistance through the labour market policy with special emphasis on ethnic economy.

An integration policy justified for the urban space fortifies the strengths and aligns the deficits. The Guiding Strategy for Social Urban Development adopts this objective. With it, all the political spheres are interlinked through integrated development strategies, particularly in education, youth, social and labour market policy, and jus-

tified for the urban space. The Guiding Strategy for Social Urban Development is an effective measure for the city, which aims to strength the social cohesion in quarters through participation of the inhabitants.

Objectives

The following objectives are being adopted by the present political strategy of integration:

Main objectives are to stabilise those quarters with social distresses and concentration of immigrant families and to strengthen the urban cohesion as well as to improve the equal opportunity.

Sub-objectives:

- The introduction of statistics constructed and justified for the urban space as foundations for the resource distribution in the quarter/urban spaces. This should pursue the objective of social stabilisation and take the changing needs of immigrants into consideration;
- The improvement in the social infrastructure, especially through the intercultural opening of authorities and institutions;
- The reimbursement of the consequences of the social disadvantages (lack of education attainment, unemployment, poor living standard) in areas with high concentration of immigrants;
- The promotion of neighbourhood with solidarity and the enhancement in social participation (particularly among immigrants in the involvement of immigrant organisations).

Indicators for reviewing objectives

In order to assess the achievements in this sphere of action, the following indicators are being set up, which are also being incorporated into the integration monitoring.

- The rate of unemployment among the residents with and without immigrant background in the quarter;
- The relation of unemployment rate among the residents with and without immigrant background in the quarter to the corresponding rate in the entire city;
- The rate of participation from person with and without immigrant background in the resident advisory board of the neighborhood management;
- The rate of the staff with and without immigrant background in the institutions;
- The rate of participants in sports offers with and without immigrant background to the residents with and without immigrant background.

Other important projects:

- Political objectives for integration will be embodied in the Guiding Strategy for Social Urban Development.

Main projects of the Berlin Senate until 2011

Guiding project 2 – Strengthening the intercultural competence of institution in the quarter through the support of Tandem-projects

In 2006, a big step forward was set concerning the co-operation between institutions in the quarter and immigrants organisations through the Berlin Action Programme 'Encouraging diversity – strengthening cohesion'. This Action Programme targeted at the activation and strengthening of immigrants, at the intercultural opening of institutions as well as the synergy and learning effects, which resulted from the co-operation between immigrant organisations and institutions of the public services. Through the co-operation between the public services and immigrant organisations, the access to target groups were being facilitated, the special knowledge and ability were gained and being effectively applied. Moreover, the services could better adjust to the needs of the target groups and received in return high degree of acceptance. Generally speaking, the programme has enhanced the immigrant organisations in the quarters and the civil engagement of the residents. Many institutions in the quarters have purposed new projects, which conceptualised as 'Tandem' co-operation between the institutions and immigrant organisations. This resulted in the establishment of new and sustainable functioning structures of partnership and co-operation. In 2008 and 2009, the Senate of Berlin will purposefully further finance and extend the scope of the tandem projects of the quarters, which promote the co-operation between immigrant organisations and the institutions of public services.

Guiding project 1 – Further development of the Neighbourhood Management and Quarter Office

The Senate aims to further intensify the intercultural work and opening up of the Quarter Offices. Concretely, it denotes the active involvement of immigrants and their organisations for the achieving of a democratic living together of all resident groups in the quarters. The co-operation between Quarter Offices and immigrant organisations will be therefore intensified and extended. Important courses were being set already. The intercultural opening and active involvement of immigrants is hence a crucial concern of the Senate.

Since eight years, The Senate Department for Urban Development has been carried out, in close co-operation with the borough authorities, the Neighbourhood Management in the selected 'Areas with special development need'. The Neighbourhood Management encourages the urban and social development of the area through co-operation between representatives from the borough authority and the quarter.

The objectives of the Neighbourhood Management are of particular importance the improvement of individual life chances (keywords: education and training), the promotion of integration (keywords: employment and language proficiency), the activation of the residents for their quarters (keywords: empowerment, qualification, community management) as well as the attachment of the socially stable residents to the quarters. The improvement in the physical living environment and the situation are the main accompany measures.

The consistent involvement of immigrants in the process of reevaluation and stabilisation of the quarter is a fundamental pre-condition for an integration policy targeted at the urban areas. In the future, immigrants will be more intensively involved in the strategic planning of the Neighbourhood Management in Berlin. The establishment of local advisory board has resulted in a so far unknowing local engagement of many people: for the first time, the Berlin administration let the local residents to vote and decide on the usage of the resources in their quarters.

In the framework of the management procedures of the programme 'The socially integrated city', the intercultural opening of the institutions in the quarter will be enhanced through the further development in both of intercultural competence of the management team and in the co-operative methods of working in special regard to the needs of immigrants.

4.5.

The Berlin Senate departments deliver services to all citizens: Integration through intercultural opening

Successful integration policy offers a new customer orientation in the administration and social services: Long-term and successful integration signifies that those immigrants resided in Berlin should be sufficiently covered by the social welfare and supporting systems, which enables them to gain equal opportunities 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 the immigrant-specific administrations (e.g. Foreigners' Office) and the public services in youth, health, elderly and employment. Only in complex cases, where the standard services do not suffice, should exceptional offers for immigrants be carried out.

Background

The integration efforts of immigrants can only be successful if the society accommodates itself correspondingly and *opens up intercultural*. In the first place, it pertains to the organisations and institutions of the society, above all to the political and administration system due to its role model function for other societal areas.

In spite of the positive developments, especially in the last years, immigrants still encounter enormous obstacles in the administration and social services, on ground of the linguistically and culturally defined difficulties in communication. 'Intercultural opening' denotes the equal opportunity for immigrants in the access to authorities, services and institutions and the equal service quality to them.

The integration policy does not remain as the responsibility of one special administration solely; instead, every department has to implement it within its area of responsibility. Similarly, the intercultural opening is a cross-departmental task, which has to be fulfilled in every administration sectors at every level. With the new schedule of responsibilities of the Senate, the Commissioner for Inte-

gration and Migration has been assigned to co-ordinate and manage the overall process.

The objective of intercultural opening incorporates in the 'diversity approach' of acceptance and encouragement of diversity and justifies itself also through the philosophy of this approach. To certain extend, intercultural orientation and the raising of awareness can be promoted in activities, which enhance the understanding for diversity. And such activities encouraging intercultural opening can also be wisely combined with initiatives concerning other target groups of diversity (women/men, elderly/youth, religion, homosexual orientation, disability, etc.). On the other hand, there are enormous dissimilarities between the problems and needs between the immigrants and other target groups of diversity, which denotes in return that the intercultural opening measures usually have to develop their own agenda.

The roles between sexes, however, show a particular combination: they are strongly shaped by cultures and embody most the time special problems at the confrontation with the majority society. Therefore, in the framework of intercultural opening and the raising of awareness, special attentions are attached to the specific situation of women and girls, and in increasing scale also of the boys and men, and if required, different approaches will be applied.

Intercultural opening shall be established as a rule, which enables equal opportunities for immigrants to the public services. In exchange, considerations have to be taken in terms of integration policy and expenses. However, special offers can be regarded as a variation of the intercultural opening, when apparently part of the target groups, for instance the new immigrants, can be assisted more effectively and efficiently through them, and under the pre-condition that, these offers are being well justified by the concerned departments, the guiding concept and political planning of the integration policy.



Objectives

The following objectives are being set up by the present strategy:

Main objective is to achieve equal opportunity for immigrants to the services of authorities and institutions in the infrastructure and the equal service quality to them as the majority.

Sub-objectives:

- Implementation of intercultural training corresponded to the needs;
- Guarantee of adequate translation resources;
- Empowerment of immigrants and their organisations to utilise the equal access to authorities and other services through systematic knowledge acquirement (e.g. training) and participation procedures;

Generally speaking, these objectives will be applied to all the administration sectors as well as the boroughs and other institutions of the infrastructure. However, priorities are being set up for boroughs with high concentration of immigrants and for administration/services departments with frequent public contacts.

Indicators for reviewing objectives

- The rate of users with immigrant background of a service in relation to the rate of people with immigrant background of the corresponding group of people in the entire population,
- The degree of contentment of the immigrant users of a service/an institution (through customer survey),
- The rate of persons with immigrant background at the new replacements,
- The rate of staff with immigrant background,
- The rate of interculturally trained staff to the total and in the management level,
- Bindingly regulated availability of translation resources in sufficient capacity and diverse service forms.

Main projects of the Berlin Senate until 2011

Guiding project 1 – Intercultural development of organisation in selected institutions

The intercultural opening of an institution can only be realised wholly, when its overall organisational level is being addressed. Therefore, a comprehensive development in the organisation is needed.

Among his financial possibilities, the Commissioner for Integration and Migration of the Senate has provided in the past certain administration sectors consultations on organisation. Since 2004, the Foreigner Office is being supported with this provision in its intercultural opening. In order to develop the Foreigner Office into a service department for immigrants, essential steps have been made through an intensive procedural accompanying. The measures include training, the raising of awareness, and competence enhancement of the staff, and furthermore a process of reconstruction in the organisation, in which embodies all the levels of the organisation. This reconstruction process targets at a stronger customer orientation.

The Foreigner Office should be further supported by a procedural accompanying. With the attainments with the Foreigner Office, the provision of procedural accompanying should be extended to other institutions. In the view of the Senate, the job centres have higher priority in this context. Three job centres are thereby being selected as model, where consultation on the organisation and training for intercultural opening will be carried out.

Other important projects:

- In the human resources development of the public administration, the intercultural competence should become an integral part in the job specifications and further training;
- The services for linguistic and cultural translation will be further extended.

4.6.

Integration through participation and strengthening of the civil society

Successful integration policy combats discrimination, is participative and strengthens the civil society. 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 are the essential strands of the integration policy in Berlin. One of the key aspects is the gender-related measures. Immigrant women must be protected from domestic violence. Concerning the youth violence among immigrants, middle-term concepts were introduced, which build up the trust of the youth in care programmes and deploy the available possibilities by the police and law. The civil society will be reinforced by better participation of immigrants in political decision-making processes and an open dialog with Islam, which supplemented at the same time by the campaign against Islamist attempts.

Background

The primary principles of a vital democratic community comprise a participating citizenry in decision-making process and the protection from discrimination and violence to all citizens regardless of sex, age, nationality and religious conviction. While citizens with German nationality are entitled to political participation through the voting right, immigrants without German nationality/EU citizenship are being excluded from this possibility of exertion of political influence and participation. Since this group of immigrants concentrates and represents a great portion of the boroughs' populations in Berlin's inner city, other possibilities fostering participation are necessary. Their identification with the democratic community grows through the possibilities of active involvement and participation in the political decision-making process. The strategy 'Integration through participation and strengthening of the civil society' attempts therefore with the following measures to enhance the opportunities on exertion of political influences especially for non-EU citizens: the introduction of municipal voting right for third country citi-

zens of the EU, the further development of the Advisory Board of Integration and the further launching of the successful campaign for naturalisation in Berlin.

The mutual respect for different fundamental beliefs and lifeworlds, the protection against discrimination and extreme right-wing/anti-Semitic and gender-related violence are the preconditions for political activation and participation. Only those people can play a constructive part in the political community, who put their trust in the state in protecting of their living and articulation of beliefs, interests and religion in the framework of the basic law. This protection has to be applied universally, also against individual harassment from members of the same ethnic-religious community. Through an active anti-discrimination policy, the state increases its legitimacy upon the exclusion of the affected groups and pursues a foresighted integration policy. The placement of the Federal State Centre for Equal Opportunity and Against Discrimination within the staff of the State Secretary for Integration and Social has symbolised the raised importance and the acknowledgement of the Senate on the policy of acceptance on diversity and anti-discrimination.

The fundamental rules of the democratic confrontation must be adhered to every form of political participation. The constitutional rights of freedom of individuals are non-negotiable. The extreme and violence-prone ideologies cannot set their foot in the democratic community and will be ceded by the lawful means of the constitutional state. The further implementation and enlargement of the State Programme against Right-wings Extremism is hence an important pillar of Berlin's integration policy.

The improvement in the opportunity for participation and the encouragement of a culture of respect will be enhanced by the dialogue with the religious communities. Thereby, the dialogue with Islam and its gradual 'naturalisation' have an accentuated importance, for instance, the Islam Forum plays an important role as a significant committee.

Strengthening the civil society signifies as well the ultimate prevention and debarment of gender-related violence by all means. Women have to be protected against assaults from their male relatives or members from their ethnic religious community. They have to be empowered to conceive



and pursue their individual freedom and self-determination of their own life. The Senate regards it as of crucial importance to facilitate all women their exercise of rights and freedoms and to provide them shelter. A laissez-faire attitude would be negligent as it will put the victims at risk and undermine the authority of the constitutional state. Besides, as a strand of the strategy in strengthening the civil society, the Senate aims to introduce comprehensive measures for violence prevention and conscious confrontation with violence among the young immigrants in the quarters.

This initial situation gives rise to four key aspects, which are applicable for the strategy 'Integration through participation and strengthening of the civil society'. They are:

1. Facilitation of the possibilities for political participation;
2. Encouragement of a culture of respect and protection of democracy;
3. Gender and Integration: achievement of the right for self-determination;
4. Establishment of binding exchanges with Islamic communities.

Objectives

The following objectives are being set up by the present strategy:

Main objectives:

- Strengthening the political participation among persons with immigrant background;
- Encouragement of a culture of recognition and equal treatment;
- Improvement in the protection against discrimination.

Sub-objectives:

- Increase in the number of naturalisation in Berlin;
- Further development of the State Advisory Board for Integration;
- Improvement in the possibilities for political participation through establishment of advisory boards and committees for immigrants;

- Extension of the prevention and intervention measures in the protection against racist; anti-Semitic and gender-related discrimination or violence;
- Enhancement of the work with young male immigrants;
- Enlargement in the services promoting realisation of self-determinant ways of life.

Indicators for reviewing objectives

- The rate of naturalised to the total population of Berlin and by boroughs;
- The number of naturalisation in Berlin;
- The rate of person with municipal voting right to all persons with immigrant background in Berlin and by boroughs;
- The rate of representatives with immigrant background in the Berlin House of Representatives;
- The rate of representatives with immigrant background in the borough parliaments, by borough and total;
- The rate of participants with immigrant background in the residents committee of the Neighbourhood Management, by areas of the Neighbourhood Management and total;
- The rate of registered racist or anti-Semitic generated violence in relation to the resident population;
- The rate of bi-national (German with foreigners) marriages and registered partnership to the total.

Main projects of the Berlin Senate until 2011

Guiding project 1 – Further development of the State Advisory Board for Integration

In April 2003, the Senate established the State Advisory Board for Integration and determined the involvement of relevant social groups as well as delegates from the Senate Departments and boroughs in its representation. Under the chair of the Senator for Integration, this Advisory Board consists currently the State Secretaries of all the Senate Departments, the selected representatives from immigrant organisations and nominated delegates from boroughs and NGOs, like employers, work unions and refugee council.

The immigrant representatives can articulate their interests in the Advisory Board through democratic actions and can participate in the political decision-making process at the level of State Secretary. The objectives of the Advisory Board were and repose in the improvement and institutionalisation of co-operation between the Senate and immigrant organisations. Interest groups and immigrants associations can network their resources through the collaboration in the Advisory Board and participate in the political decision-making process.

The Advisory Board has contributed significantly to the establishment of integration as cross-departmental task in Berlin, in which all the departments and institutions of the civil society collaborate. The Senate regards the Advisory Board as a successful and effective committee in promotion and realisation of the participation among the immigrants in Berlin.

Since the Integration Concept 2005, the Advisory Board has issued two recommendations to the Senate on the introduction of ethnic lessons in schools and the support of children, youth and families with immigrant background in February and May 2006 respectively. It suggested to take the vote and to particularly take children, youth and parents of German and non-German origins into account in measures of the following areas: improvements in the interrelated service structure of school and youth programme, utilisation of education and personality development as opportunity, strengthening the pedagogic competence of the parents, purposeful training for key competences as well as better chances for training and employment.

In March 2007, the Advisory Board concentrated on the topic participation of immigrants and gave its recommendation to the Senate for a confederative initiative promoting the municipal voting right for Non-EU citizens.

The Advisory Board will also adopt the recommendation for effective combat and prevention of discrimination, xenophobia and racism in 2008, which is being prepared by a working group of the Advisory Board. The recommendation will become an important foundation for the Senate to further develop policies in this area.

Guiding project 2 – The Berlin initiative for more naturalisation

Through a simplification of the procedures and an information campaign, Berlin promotes successfully for naturalisation since 2005, which addresses the youth. By means of an objective declaration between the Senate and the borough, the handling time of the application has been reduced and the accumulation of applications has been dismantled. Additionally, the Commissioner for Integration and Migration initiated the naturalisation campaign 'PASSt mir', which addressed and raised the awareness of the immigrant youth on the possibilities for naturalisation through a series of activities, for example information brochures, advertisement at bus stops, information events and radio spots. With naturalised Germans as positive role models, the acquisition of the German nationality would be promoted. With all these efforts, Berlin has effectively, in contrary to other Federal States, counteracted the trend of declining naturalisation rate. In 2006, the number of naturalisation has reached a record high of 8,168, an increase of 15% than the previous year. Naturalisation is an important indicator for the growing identification of the immigrants with the Federal Republic. The Senate attempts to further carry out this successful naturalisation campaign in the coming years. A key aspect will be then on the encouragement in school to bring the topics citizenship and naturalisation on the agenda.

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	7,097
1984	1,758	2006	8,186
		2007	6,042

¹ First to third quarters of 2007

Source: Statistic Bureau for Berlin and Brandenburg

Guiding project 3 – The State Representative for Equal Treatment and against Discrimination

At the beginning of 2007, a State Representative for Equal Treatment and against Discrimination (Anti-discrimination Representative) was being established in the Senate Department for Integration, Employment and Social Affairs. The representative is being instituted as a function unit under the State Secretary for Integration and Social Affairs and is combined with the former Senate Co-ordination Centre Against Discrimination Based on Ethnic Origin, Belief and Religion (formerly established at the Commissioner for Integration and Migration) and Department for homosexual living (formerly established at the Senate Department for Education, Science and Research).

The General Equal Treatment Act (AGG), which came into force in 2006, provides the representative the foundation, on which all the characteristics of discrimination will be further handled, except the gender-related issues, which falls under the area of responsibility of the Senate Department for Economic, Technology and Women. The ultimate objective of the State Representative to encourage a culture of appreciation on diversity and against discrimination. The functional objectives are:

- The raise of awareness for discrimination and the prevention of discrimination in the society, administration and the politics,
- The abolishment of structural discrimination and
- The further development and management of a self-help and consultation infrastructure, which is needs- and networking-orientated as well as efficient.

In order to fulfil these objectives the State Representative will advise the administration in the implementation of the AGG, organise active public relations in promoting a culture of diversity and carry out preventive measures in schools, in the police force and in the housing societies. Moreover, in order to guarantee an efficient and competent consultation, the representative will co-ordinate and network the available consultation offers and strengthen their consultation competence for the AGG. The Senate used the chance given by the Year of Equal Opportunity 2007 to introduce the AGG to the public.

Guiding project 4 – Further development of the Islam Forum

The Islam Forum Berlin, a joint initiative of the Commissioner for Integration and Migration and the Muslim Academy Germany, is established in November 2005 and serves as a milestone for an open dialogue with Islam. This Forum comprises representatives from the politics and administration as well as representatives of the Muslim community. They work on the relevant topics and initiate political solutions. With the Islam Forum, the Muslim groups have been given the opportunity to have non-public and open conversations with the Senate. The compromises should remain non-binding. The solution proposals, which worked out by the Forum, would be reviewed regarding the implementation possibility.

The Islam Forum embodies 25 representatives from governmental institutions, Muslims and other religious communities as well as immigrant organisations. Questions of security, co-operation and participation, the role of mosque in the quarter, the qualification of imams are to be to the fore. The Islam Forum has worked on a manual in enhancing the co-operation between the mosques communities and initiatives in the quarters. Another key aspect is the implementation of a social and political further training programme for imams in Berlin, which will start in fall 2007. The Senate targets at the furtherance of the Islam Forum.

Other important projects:

- An initiative for the implementation of municipal voting rights has been started in 2007;
- In 2007, the State Programme against right-wing extremism, racism and anti-Semitism has been carried out anew and financed with more funding;
- Immigrants will be better protected against domestic violence through the implementation of low-threshold measures;
- Basing on the recommendations of the State Commission 'Berlin against violence', the Senate will implement the recommendations regarding the handling with young violent immigrant.

4.7.

Prospect of integration for refugees

Successful integration policy renders an autonomous life to asylum-seekers and long-term tolerated (persons who received a temporary suspension of deportation). The Senate will utilise all the chances brought by the national law on the right of abode from August 2007 and intensively support the long-term tolerated refugees in job search and qualification. It will also be guaranteed that the access for refugees to the low-threshold consultation and care offers remains open. Furthermore, the Senate intends to improve the social and health situation of persons without residence title in Berlin.

Background

Also owing to its history, the protection for the politically persecuted and the acceptance of refugees is an assignment, to which Berlin is particularly dedicated. The asylum procedures are currently being regulated in the European Union. It is a truthful path to guarantee that the standards of international laws, particular the Geneva Refugee Convention, will be strictly implemented. Yet, the Member States and the German Federal States are still endued with leeway in their refugee acceptance, integration and return policies.

In the last legislative periods, Berlin has already set important courses for a humanitarian refugee policy.

Initiatives were made especially on the principal permission of cash benefits for those, who are entitled to the benefits according to the Paragraph 3 of the Law governing Benefits for Asylum Seekers (AsylbLG), and their accommodation in apartments instead of dormitory. These measures have promisingly started and will be further executed.

Berlin has become the head of those Federal States, which aim for a regulation on the right of residence for those long-term tolerated refugees. The resolution of the Conference of the Interior Ministers of the Federal States on 17th November 2006 was a crucial step. Now it is all about the liberal and rapid implementation of this resolution and the Federal regulation from August 2007.

Berlin targets at facilitating legal immigration and sup-

ports a harmonised approach of the European Union, also in terms of illegal immigration. The European Commission has recommended (Printing of the Bundesrat 535/06) to extend the co-operation with third countries, to reach agreement on boundary security, on the combat of illegal employment and on return policies. Next to an informal exchange of information, a system of inspection should be established. These efforts in harmonisation are being principally supported by Berlin.

Berlin also conceives as its duty for those living in the city without residence permit. It is a fundamental principle of the state to prevent foreigners to become illegal. On the other hand, the state is responsible to attenuate the social problems generated from the illegality and to secure the human rights to this group of people. According to the AsylbLG, all persons, who illegally reside in Germany, are entitled to the benefits, as long as they are in need.

The term 'illegal', which being usually used in this context, is not unambiguous. It can refer to the aspects concerning about the rights of residence as well as those about the work permit. Besides this group of people, which not being registered by administration as residents, there is another group of person, which does not have legal residence permit but still being recorded administratively (for example, those with temporary suspension of deportation and attestation for boundary transfer). The term 'persons without residence permit' refers here to persons, who reside here but are not registered by any administration.

Upon the estimation of Caritas, there are about 100,000 persons without residence permit in Berlin. This number cannot be justified, as no official statistics could be carried out and there is no empirically accepted projection. Besides the illegal immigrants, those who are obliged and required to leave the country also belong to this group of person. It includes the legally rejected asylum-seekers, former civil war refugees with expired suspension of deportation and persons, whose visa and residence title were not being extended. Along the political problems in regulation, many persons concerned are confronted with serious social problems. Their insecure situation leads to partially life-threatening dependency, from which they cannot detach with ease. Here, cautious governmental initiatives are needed. Especially for the Polish nationals, the enlargement of the

EU and the associated implementation of freedom of movement was alleviation for the situation.

This initial situation demands initiatives in the following fields:

1. Acceptance of politically persecuted refugees,
2. Prospects on integration: implementation of the residence regulation, enforcement for better education and employment opportunities,
3. Improvement of the social and health situation of the persons without residence permit.

Objectives

The political strategy for integration in this sphere of action has the following objectives:

Main objective: Refugees and asylum-seekers should receive protection and prospects for integration. They and those persons without residence permit should be given real access to all human rights, the so-called 'everyman's right'. These include the constitutional rights for free development of personality, for life and physical inviolability, for freedom of opinion and for association and petition. Additionally, the constitution of Berlin supplements these rights with the right for education and the right for appropriate living space. All these rights are universal and applied to everyone. The cognition of these rights should also be possible for those lacking residence permit, devoid of any political and regulatory punishments.

Sub-objectives:

- Berlin engages for the humanitarian regulations on the acceptance of political persecuted of the European Union, which embody new opportunities for access. This includes possibilities for asylum application from a third country or for quota regulations. Tight co-operation will take place with the UN Refugee Agent (UNHCR);
- Berlin supports those, who are granted prospects for integration through the regulations on the right of abode. All refugees, including those potentially legit-

imated residents, who have been tolerated for many years, asylum-seekers, persons who are obliged for department and persons without any residence permit will obtain the access rights to education and living space. This comprises the compulsory education for children. Moreover, the access for employment, working life, training and qualification will be facilitated for them;

- Persons without any residence permit shall obtain access to social and medical basic services. This includes the maternity care services according to the directives on motherhood, the precautions and necessary medical treatment for children, the protection against infection as well as general dental treatment.

Indicators for reviewing objectives

In order to measure the achievements in this sphere of action, the following indicators are being set up, which are also being incorporated into the monitoring system of integration of the school administration.

- The number of admission of asylum-seekers;
- The number of asylum-seekers and tolerated refugees compared over time;
- The number of residence permits granted according to the regulation on the right of abode and through the Hardship Commission over time.

Table 11
Foreigners by determinable and unlimited residence permit in Berlin 2003-2005

Academic year	Residence permit	Total	There from female	In%
2003	determinable	186,886	89,040	47.6
	unlimited	196,491	94,556	48.1
2004	determinable	164,700	81,377	49.4
	unlimited	194,137	94,168	48.5
2005	determinable	160,129	79,292	49.5
	unlimited	194,477	94,470	48.6

Source: Central Register for Foreigners (AZR)

Main projects of the Berlin Senate until 2011

Guiding project 1 – Social and health precautions for all

The health precautions and treatments for persons without residence permit in Berlin are being carried out by an expanding informal network of NGOs, ethnic networks, doctors and other engaged volunteers. However, expensive treatments, like complicated operations (from accidents) or prolonged treatments (cancer, aids) will lead to essential problems. These expenses overburden the well-functioning informal networks in Berlin. The refugee organisations initiated the establishment of a funding to support such treatments. A possible expenses settlement procedure with the Association of Statutory Health Insurance Physicians (ASHIP) can be made through a confirmation on the identity of the person by a social worker, in contrary to a homeless person without proper documents.

Activities and measures include:

- The funding will be spent on persons with urgency and hardship in health, who are not covered by the National Health Programme and not registered in the authority. It will be managed by various relevant NGOs.
- The allocation of public funding for persons without residence permits is not feasible within the legal framework.
- An alliance consisting politicians, artists and sportsmen will be established for gaining necessary political support.

Berlin aims to find cautious ways in dealing with illegality. The Senate supports politically the establishment of such funding for medical assistance.

The Senate will additionally provide good offers targeting consultation on returning. However, this is not possible at the moment for Iraq and Afghanistan.

Guiding project 2 – Better access to employment, vocational training for the tolerated refugees

From 2005 – 2007, the EQUAL Development Partnership (DP) *bridge*, in which the Senate also participated with a sub-project, has contributed essentially to the integration of refugees and qualified about more than 500 persons in terms of language and occupational skills. Their chance for an employment is thus being raised. Regarding this, the co-operation between bridge and companies like the hospital corporate Vivantes bore particular importance. For the young adults, the chance to start a vocational training after a prolonged inactivity and waiting provides new concrete prospects for life.

The Senate aims to facilitate the chance for employment and residence permit of those refugees, who are undergoing vocational training.

Therefore, the Senate lobbies with the Federal government for special expenditure of the EU funding until 2010, namely from the European Social Fund (ESF) and the European Refugee Fund (ERF), on the labour market integration of asylum-seekers, the tolerated and formally tolerated refugees



5 Monitoring integration for Berlin: The strategic governance of integration policy

5.1 The current discussion

The monitoring and strategic governance of integration processes is a new arena for the German integration policy. Until the late 1990s, it was infeasible in the politics to comprehend the integration policy as a cross-departmental and cross-sectional task with foresighted strategic governance. Since a couple of years, the widening acceptance of the fact that Germany is an immigration country and the increasing political pressure to act on integration policy, and not least the appalling results especially from children with immigrant background in the PISA assessments 2000, 2003 as well as in the Report on Education of the Federal government 2005, have opened a new discussion in Germany about the introduction of a political monitoring system on integration achievements. Countries, like the Netherlands, United Kingdom and Denmark, which had apprehended as an immigration country earlier than Germany, are ahead in this field. Since the mid 1990s, monitoring systems supported by indicators are being established, in order to review the political objectives and to control the expenditure in integration.

Integration takes place primarily on the ground, in cities and communes. Therefore, significant initiatives for a strategic governance of the integration policy in Germany came from the local level. At the municipal level, the failures of the integration policy in the last decades are particularly conspicuous. The demands on political controlling and political reforms in integration are accordingly enormous. Cities and local authorities benefit in a straight line from the wealth and cultural diversity of a multiethnic society. They become more attractive through the diversity of lifeworlds, cultural and religious traditions and thus more alluring for immigrants. The pressing need for a strategically structured integration policy is being indicated by the dual requirements on the local politics to strengthen the social cohesion and to encourage simultaneously the cultural diversity. This kind of modern local governance on integration bears the responsibility to network the individual initiatives and measures, to combine these resources into the overall strategy and to evaluate in terms of effectiveness, achievement of objectives and

resources allocations. This becomes particularly relevant on ground of the difficult budgetary situation, which the local authorities in Germany encounter currently.

One critical complexity in the introduction of a monitoring system of integration is the presently available statistics. Up to now, the majority of the German statistics differentiates only between Germans and foreigners. The lately introduced census category 'immigrant background' has caused for the statistics departments great labours in the survey and hence its consistent application is very time-consuming. This denotes that many of the recommended indicators are barely or just inexactly applicable in the current statistics. The Association of Local Authorities – a federation of the German local authorities – has presented in December 2006 a list of agreed indicators and the participated local authorities, including Berlin, obliged themselves for an extensive implementation of these indicators.

At the level of the European Union, there are also initiatives for the development of integration monitoring. In summer 2004, Han Entzinger and Renske Biezeveld submitted a report named 'Benchmarking Immigrant Integration' to the European Commission, in which they compared and discussed about the opportunities and difficulties of the integration achievements of the EU Member States.¹ The Handbook on Integration, written in 2004 by the Migration Policy Group in Brussels, discussed the advantages and disadvantages of monitoring integration.² Additionally, a report named 'Setting up a System of Benchmarking to Measure the Success of Integration Policies in Europe' was presented in May 2007 to the European Parliament,³ in which recommendations were made on the measurement and international comparison of achievements of the integration policy. All studies point out the different national systems of data collection as impediment to a united monitoring at the European level. They thereby advocated the introduction of integrated European statistics, in order to compare the monitoring procedures within Europe.

The EU-funded transnational project 'Indicators of immigrant integration (I 3)', which was jointly carried out by the Netherlands, Spain, Italy, Portugal, Denmark and Berlin as the only city-state, came out with the same results in 2006. The dissimilar national methods on data collec-

tion concerning the population with immigrant background were also being named by the project as an obstacle for a European monitoring system for integration. The project gave rise to intensive professional discussions on the introduction of indicators for the integration policy. Experts from administration, science, politics and NGOs discussed on three conferences in 2006 in Berlin, also partly internationally attended, about the opportunities and complexities of the introduction of an indicators-supported monitoring system. A general consensus on the introduction was reached by the participated experts, who also pointed out the complexities, particularly concerning a reform on the data collection methods.

5.2 Immigrant background as criterion for data collection

While the discussion on the introduction of a monitoring system of integration took place at the municipal and EU levels, the Federal Statistical Office published in spring 2006 the findings of the micro census 2005, in which, for the first time, information was being collected in the category 'immigrant background'. The results of this evaluation were very surprising for many people and further intensified the political debates on integration in Germany. It pointed out that the number of persons with immigrant background is twice higher than the foreigner figures known so far. Almost every fifth resident in Germany has an immigrant background (15.3%). Germans with immigrant background with almost 10% (8 millions) makes up the majority among the immigrant population. In Berlin, 23.4% of the population has immigrant background, in which the foreigners with 13.4% make up the majority than the Germans with immigrant background (10.1%). The total number of persons with immigrant background outnumbers those of foreigners by 75%. The perceived differences until now were significantly smaller (For more details, see Table 1).

Until now, official and professional statistics collect data on immigrants only according to their nationality, thus they are solely registered as 'foreigners'. In the professional discussions, this handling method has been criticised

since decades, as the number of immigrants with German nationality is growing: late-repatriates, naturalised foreigners and children of foreigners with long-term or secured residence permit born after 2001 (Paragraph 4 Nationality Act).

In the meantime, a consensus has been reached that in surveys related to integration policy, the category 'foreigners' should be supplemented by the category 'persons with immigrant background'. However, the definition on the immigrant background is still controversial in Germany. The Senate stands for the following definitions, which corresponds primarily to the definition of the micro census.

Persons with immigrant background are:

1. Foreigners, i.e. persons without German nationality;
2. (Late-) repatriates (immigrated since 1950);
3. Naturalised;
4. Children (or adults), those both parents fit in into the groups 1 to 3, and when at least one of both the parents had immigrated themselves.

Starting from 1st January 2009, all the public administrations of the federal state Berlin are required to incorporate the category 'persons with immigrant background' in their survey, according to the above definition.

The criterion 'foreigner' should be further applied as sub-category for the sake of comparability and differentiation on characteristics. The collection of additional information remains open, for example family language in education and youth care area. Such information should be collected in a way that the meaning of immigrant background can be extracted as previously defined.

The Senate will represent the above definition in nationwide professional discussion on the data collection regarding immigrants and strives for a standardisation or for an aligned compatibility in the definitions as a minimum.

¹ Han Entzinger and Renske Biezeveld, Benchmarking Immigrant Integration, Report for the European Commission, Brussels, 2003

² Handbook on Integration for policy makers and practitioners. Published by the Directorate General of Justice, Freedom and Security of the European Commission, Brussels, 2004

³ Jan Niessen, und Thomas Huddelston, Setting up a System of Benchmarking to Measure the Success of Integration Policies in Europe. Published by the Directorate General of Justice, Freedom and Security of the European Commission, Brussels, 2007



Appendix

The integration indicators of Berlin

Indicator	Significance of the indicator
1 Labour, Training, Employment and Economy	
1.1 Number of employees subject to social security contributions with/ without immigrant background to total population with/without immigrant background aged 15–65	Employment is an important factor for the success of integration
1.2 Total unemployment rate with/without immigrant background	Unemployment is a factor for disintegration
1.3 Total unemployment rate with age under 25 with/without immigrant background	Youth unemployment is a factor for disintegration
1.4 Number of the self-employed with/without immigrant background to total working population with/without immigrant background	Reference for the economic integration and own initiatives
1.5 Number of the registered and dissolved businesses from residents with/without immigrant background	Reference for the economic integration, own initiatives and successes in business setup
1.6 Rate of vocational training: number of trainees with immigrant background to the total number of trainees	Qualified vocational training enhances the chances for a durable integration in the labour market
1.7 Training participation: the rate of trainees to the population aged between 18 to 24 with/without immigrant background	Vocational training enhances the chances for skilled employment and higher income
2 Education	
2.1 Children with/without immigrant background with at least 3 years attendance in day nursery prior to the primary school enrolment	Enhancing integration through infantile contacts between immigrant and German children, beneficial for education achievements
2.2 Rate of children with/without immigrant background with special need in German language proficiency during the primary school enrolment	Status of the linguistic integration; high proficiency in the German language enhances the possibility for education achievements
2.3 Results of the language standard assessment in the 7 th grade for children with/without immigrant background	High proficiency in the German language enhances the possibility for education achievements
2.4 Rate of pupils with/without immigrant background in the 8 th grade by types of school	Qualified education enhances the chances for a durable integration in the labour market
2.5 Rate of school leavers with/without attainment of certificate with immigrant background to the total with/without immigrant background	The absence of certificate diminishes the chances for durable integration in the labour market
2.6 Distribution of school leavers according to certificate (including polytechnic level) with/without immigrant background	Qualified education enhances the chances for a durable integration in the labour market
2.7 Rate of students with immigrant background, who finished their secondary education in Germany to the total number of students	Tertiary education enhances the chances for high-skilled employment and higher income for persons with immigrant background
2.8 Rate of graduates with immigrant background from universities and Fachhochschule, who finished their secondary education in German, to all graduates in a academic year	The graduate degree enhances the chances for high-skilled employment and higher income for persons with immigrant background
2.9 Rate of teaching staff with immigrant background to total in day nurseries	Degree of the intercultural opening in day nursery
2.10 Rate of teaching staff with immigrant background to total (by school, type of school and total)	Degree of the intercultural opening in school
3 Urban cohesion	
3.1 Local unemployment rate of the residents with/without immigrant background within the quarter	Unemployment is a factor for disintegration
3.2 Relation from 3.1 to the corresponding rate of the entire city	Unemployment is a factor for disintegration in the quarters
3.3 Rate of persons with/without immigrant background in the Residents advisory board of the Neighbourhood Management (by Neighbourhood Management areas and total)	Intercultural opening of the Neighbourhood Management

Indicator	Significance of the indicator
4 Intercultural Opening	
4.1 Rate of employees at new hires with immigrant background to all new hires	Degree of the intercultural opening in administration
4.2 Rate of employed in public services with immigrant background	Degree of the intercultural opening in administration
4.3 Rate of intercultural qualified employees from a service/institution	Degree of the intercultural opening
5 Participation and Strengthening of the civil society	
5.1 Rate of persons with municipal voting right to all persons with immigrant background in Berlin and the boroughs	Degree of political participation opportunities for persons with immigrant background
5.2 Rate of representatives with immigrant background in the membership of the House of Representatives	Degree of political participation opportunities for persons with immigrant background
5.3 Rate of representatives with immigrant background in the borough parliaments (by borough and total)	Degree of political participation opportunities for persons with immigrant background
5.4 Rate of persons with immigrant background in residents committees of the Neighbourhood Management (by Neighbourhood Management area and total)	Identical to 3.4
5.5 Number of registered racist or anti-Semitic generated violence in relation to the resident population	Degree of racist or anti-Semitic generated discrimination and violence
5.6 Number of suspects in all burglary offences from non-German and German	Burglary offences are indicator for social deficits, which imply the lacking of integration
5.7 Number of victims (victims of criminal offences) of foreigners compared with the number of suspects of German	
5.8 Rate of bi-national marriage (German – foreign) and registered partnership to the total	Degree of familial combination from Germans and foreigners
6 Refugees	
6.1 Number of admission of asylum-seekers	Influences of the international situation of refugees on Berlin
6.2 Number of asylum-seekers and tolerated refugees compared over time	Degree of judicial and social integration
6.3 Number of the residence permits granted (the regulation on the right to abode and the Hardship Commission)	Degree of judicial and social integration
7 Culture	
7.1 Rate of cultural institutions with multilingual media for marketing and public-relations to all the publicly funded cultural institutions	Reference of the cultural opening of cultural institutions
7.2 Rate of applicants with immigrant background to the total	Reference of the cultural opening of the funding programmes
7.3 Rate of users with immigrant background in public libraries	Reference for intercultural opening of public libraries
8 Judicial Integration	
8.1 Rate of foreigners with unlimited residence permit and EU citizens to all foreigners	Legal security of abode in Germany
8.2 Foreigners with residence permit for more than 8 years	Reference for the naturalisation potential
8.3 Rate of naturalised to the total population for Berlin and subdivided by boroughs	Maximum legal security; identification with the receiving society
8.4 Annual number of naturalisation	Identification with the receiving society
9 Health	
9.1 Participation rate of children at the U8 inspection with/without immigrant background to all children with/without immigrant background at the primary enrolment	Reference for the health care perceptions of pre-school children
10 Social Situation	
10.1 Rate of recipients of benefits according to Chapter 3 of Social Security Code (SGB) II and Chapter 4 of SGB XII with/without immigrant background to all residents with/without immigrant background	Poverty rate among immigrants

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