

Senatsverwaltung für Arbeit, Integration und Frauen

Senate Administration for Labour,
Integration and Women



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Berlin Action Plan for the Inclusion of Foreign Roma

I. Objectives and Origination Process

1. Objectives

With ten to twelve million members Roma¹ represent the largest minority in Europe. They often live in poverty, and especially in South Eastern Europe they do not have sufficient access to health services, education and adequate housing. In their countries of origin they are often unemployed and homeless. This applies to Roma with EU citizenship as well as third-country nationals living in the EU.

The European Commission has analysed the situation of Roma in the EU and called upon the EU Member States in 2011 to adopt comprehensive strategies for the inclusion of Roma to improve their everyday life significantly. Thus the EU also comes up to its objective and task of taking precautions to fight discrimination based on ethnic origin in the Member States. The Commission considers concrete measures tailored to the needs of Roma necessary in order to prevent or counterbalance discrimination against this group. These measures should focus on four areas: access to education, employment, health care and housing.

Against this background the Berlin Senate adopted its "Berlin Strategy for the Inclusion of Foreign Roma" on 7 August 2012, which includes the development of a medium term Action Plan. The Plan is to react to the new needs resulting from the rising number of Roma migrating to Berlin. Many Roma from other EU countries, particularly from Romania and Bulgaria, but also from Poland, come to Berlin in the hope for a better life. Most of them come from very poor backgrounds with insufficient health care as well as little experience with education or training. In many cases they were excluded and discriminated against in their countries of origin. As citizens of the European Union, Polish Roma enjoy the full right to freedom of movement, including the freedom of movement for workers. Roma of Bulgarian or Romanian nationality are granted, among

¹ In this paper "Roma" is used as a collective term for the many different groups of Romani people the authors are well aware of.

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Fahrverbindungen:
- U6 Kochstr., Bus M29
- U8 Moritzplatz, Bus M29

- U2 Spittelmarkt (ca. 10 Min. Fußweg)
- S1, S2, S25 Anhalter Bahnhof, Bus M29
- Bus M29, 248

Sprechzeiten:
Montag bis Freitag
von 10.00 bis 14.00 Uhr

bzw. nach Vereinbarung

Zahlungen bitte
bargeldlos nur an die
Landeshauptkasse,

Klosterstr. 59
10179 Berlin

Kontonummer
58-1 00
0 990 007 600

10 001 520

Geldinstitut
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Bankleitzahl
100 100 10
100 500 00

100 000 00

other things, freedom of movement for workers only if they are self-employed. This restriction will expire on 31 December, 2013.

Other Roma come from the successor states of former Yugoslavia, above all Serbia and Macedonia, to Berlin and often apply for asylum here to escape the in many respects precarious situation in their countries of origin. Those who apply for asylum fall under the German social welfare law for asylum seekers which regulates major aspects of life (health care, social matters, housing), so the Action Plan addresses this group only in part.

Immigration from Bulgaria and Romania to Berlin is quite significant in number: Between 2006 and 2012 the balance between in- and out-migration for people with Romanian and Bulgarian citizenship was +16,733. In 2012 alone, the number of Bulgarian nationals increased by 23.9% (migration balance 2012: +3,077) to a total of 15,933. The number of Romanian nationals increased by 1,779, i.e. 25.2 %, to a total of 8,843. Compared to the in- and out-migration from other states, Bulgaria had the highest migration balance in 2012 while Romania ranks fifth, after Bulgaria, Italy, Portugal and Spain. Germany does not compile any statistics about ethnicity, still it has been pointed out in the consultations between the Senate administrations, the boroughs, the neighbourhood managements and the institutions of the civil society time and again that a high percentage of those coming from Romania or Bulgaria to Berlin, as well as of the asylum seekers from Serbia and Macedonia, are Roma. Polish Roma are residing in Berlin, too. Compared to 2011, the number of Polish nationals in Berlin increased by 2,961 (+6,7 %) to a total of 46,945 in 2012; the Senate considers that only a small percentage of the Polish immigrants are Roma.

The most recent median population forecast for Berlin projects an increase of about 130,000 foreign citizens for the period until 2030. Based on the current immigration figures it can be assumed that immigration from Eastern and Southern European countries will continue in the future, too.

With its Action Plan the Berlin Senate fulfils its responsibility to provide the conditions for every resident of Berlin to live in human dignity. The Berlin Senate is aware of its historical responsibility to respect and protect the rights of Roma. It is estimated that half a million Roma and Sinti were murdered in Germany during the years of National Socialism.

At the same time the Berlin Senate underlines that the root causes of poverty migration have to be combatted in the countries of origin. The currently increasing immigration numbers represent an enormous challenge for the State of Berlin, the municipal institutions and the boroughs.

The aim of the Action Plan is to give Roma access to services of general interest provided by the Senate and the boroughs in the fields of health, education and housing where they are not yet available to the new groups of immigrant. To this end, additional services will be introduced for a certain period of time. The task is also to fight antiziganism.

This paper describes and explains some options for action that are considered suitable to respond to the dramatic situation in which Berlin and many other European and German cities find themselves today: The mainstream systems are unable to cope with the consequences of an increased immigration and the urgent and elementary needs of newly arriving Roma families as explained further down. Since 2011 the boroughs have

urged the Senate to take steps at municipal level to react to emergency situations the boroughs feel unable to address on their own.

It is the aim of the Senate to provide better access to the system of existing humanitarian services of general interest.

The Senate is aware of the risks resulting from a generalizing description of the situation of foreign Roma in Berlin, as stereotypes and attributions are repeated and thus consolidated. The special needs this Action Plan reacts to do not apply to all foreign Roma and particularly not to all of them in the same way. Certain needs are shared by other groups of the population, too. So the main purpose of the following descriptions is to list up and find solutions for the urgent problems facing the administration, without generalizing about this group.

2. Method

The Action Plan is the result of a consultation process between the Senate Administration for Labour, Integration and Women (chair), the boroughs, the Senate administrations and NGOs, and incorporates their positions and proposals.

In September 2012, an interdepartmental **steering group Roma** was formed in which all boroughs may participate. Here the Senate Administration for Labour, Integration and Women (SenArbIntFrau) as responsible authority, the Administration of Education, Youth and Science (SenBildJugWiss), the Administration of Finances, the Administration of Health and Social Matters (SenGesSoz), the Administration for Internal Affairs and Sports (SenInnSport), the Administration for Urban Development and the Environment (SenStadtUm) as well as the Administration for Economic Affairs, Technology and Research agreed with the boroughs about a method for drafting an Action Plan. Initially the Council of Mayors had appointed three boroughs to work on the steering group, namely Mitte, Neukölln and Tempelhof-Schöneberg, but in the later course more boroughs – Friedrichshain-Kreuzberg, Reinickendorf, Lichtenberg, Marzahn-Hellersdorf, Treptow-Köpenick, Steglitz-Zehlendorf and Charlottenburg-Wilmersdorf – decided to join and make their contributions as they were also affected by Roma immigration and an aggravation of the situation in their boroughs. The following working groups and sub-working groups were established, problems identified and analysed and proposals for action formulated:

- SenBildJugWiss (chair): **working group education, youth and training opportunities**
- SenGesSoz (chair): **working group health and social matters**
- SenStadtUm (chair): **sub-working group under working group health and social matters: housing and conflicts in the urban space**
- SenArbIntFrau (chair): **working group horizontal issues** (including community building, fight against antiziganism, prevention of violence, access to the labour market and consultation process)

SenInnSport (chair): **sub-working group under working group horizontal issues: matters of order**

All working groups were open to NGOs including Roma organisations and held several meetings. Besides, non-state actors could submit their positions and proposals for action by means of a written consultation procedure. In total, 25 non-governmental organisations were involved in the process.

The Senate administrations, boroughs and subordinate authorities set political priorities and submitted concrete proposals that were intensely discussed and evaluated in the working groups.

The prioritisations by the steering group formed the basis for this Action Plan. In its meetings of 10 October, 21 November, 7 December 2012 as well as 22 February 2013 the steering group compiled the most important problem areas and needs and formulated suggestions for solutions. The steering group created a trustful base for cooperation between the Senate administrations and the boroughs in matters relating to foreign Roma, and provided for a close technical collaboration.

II. Fields of Intervention of the Action Plan for the Inclusion of Foreign Roma

1. General Remarks

The measures described below for the various fields of intervention represent instruments that were examined by the respective Senate administrations when setting up this Action Plan; they were discussed with NGOs and prioritized by the steering group through Senate administrations and the boroughs. In line with the political priorities set, the Senate administrations and boroughs have begun to implement initiatives. In connection with the discussions and decisions regarding the twin budget for the years 2014 and 2015 the Senate dealt with the issues of the Action Plan on 25 June 2013. Conditions for implementing the Plan were created, partly by involving already existing approaches, partly by introducing new, specific ones. The measures are geared to Roma who come to Berlin exercising their freedom of movement in the EU, but will be available to other people with comparable needs as well. The Senate pays particular attention to guaranteeing basic health care, child protection and the provision of school education, including language tuition. Negotiations with the Senate Administration for Finance about the necessary funding will be held by each Senate administration separately. Each Senate administration is responsible for the implementation of measures in its area of competence.

An integrated planning and implementation of steps in the four key areas access to education, employment, health care and housing will be necessary to prepare Roma living in Berlin for the needs of the labour market and integrate them sustainably.

2. Field of Intervention: Education, Youth and Training Opportunities

a. Current Situation

On principle, all education and training institutions in Berlin are open to Roma families, too. However, the access of newly arrived children and youths of Roma families to Berlin's education system represents a particular challenge, for a number of reasons such as no prior school experience, lack of basic school knowledge, no knowledge of German, and – in some cases – illiteracy. Particularly when it comes to secondary level education one has to ask what chances there are to obtain a school-leaving certificate, or what other offers need to be introduced to promote integration into working life.

In 2011 a new type of class was introduced, the learning group for newly arrived children with no knowledge of German. Here children learn German, are made literate, if required, and prepared for joining mainstream classes. In 2012 a "Manual for the Integration of Newly Arrived Children and Youths" was published in which the registration and enrolment procedures as well as education and the transition to the mainstream system are explained. Monthly statistics are compiled about the enrolment of newly arrived children in learning groups, and the teaching staff is constantly trained as required. Between June 2011 and January 2013 the number of such learning groups increased from 61 to 168. To address the basic education needs of all children remains a big challenge, also with a view to the demographic development.

At the same time, newly arrived Roma parents display considerable scepticism towards German authorities and educational institutions which needs to be overcome. Furthermore, some children display disorders that manifest themselves as traumatisations. This situation, and the sudden influx of newly arrived children, schools are unable to cope with unless specific measures are taken to support them.

The Senate Administration for Education, Youth and Science therefore intends to establish non-formal learning programmes for such children and youths, so they feel protected, cared for and empowered to participate. Educational opportunities will be enhanced considerably by the attendance of day care institutions. Hence teachers and educators at kindergartens, schools and private organisations have to learn more about the culture and history of Roma people and how to prepare them best for participation in society. Perspectives for entering the labour market can only be developed if employment is an option. At the current point in time, Bulgarian and Romanian citizens do not enjoy the freedom of movement for workers. The labour market policy measures of the Senate Administration for Labour, Integration and Women are available to these groups, too, provided they meet the respective requirements.

b. Goals for Action

In order to respond to these difficulties, the Senate has identified the following priorities:

1. Learning groups for newly arrived children and youths with no knowledge of German

The demographic development requires not only to continue this type of learning, but also to increase the numbers of such classes, if necessary. Especially for children and youths from Roma families learning in small groups and in a way tailored to their

heterogeneous needs, including basic literacy courses if so required, is an important prerequisite for their later integration into mainstream classes.

2. Introduction of groups for learning-by-doing

The concept of learning by doing in learning groups provides a realistic chance for many youths from South Eastern Europe to obtain a school leaving certificate. It will be cheaper to offer such groups in larger number at integrated secondary schools than to have these courses offered by private organisations.

3. More vacation programmes: summer schools for pupils from South Eastern Europe, especially Roma

Summer schools with qualified native speakers – as were organised earlier this year – improve the learning results and language skills of Roma children, foster their social development, support them when the vacation is over during the first weeks at school and promote the development of their motoric skills. The educators cooperate closely with the parents to raise awareness among children and parents about the importance of school education.

4. Working with children and youths: Provision of learning and leisure activities in the afternoon

Programmes located at the interface between learning at school and non-formal learning are helpful to provide more targeted support to children and improve their participation in social life. They comprise spare time activities, learning workshops, language development courses and the promotion of talents in a holistic approach. Private organisations, associations and the boroughs should cooperate in organising such programmes.

5. Broadening the range of social work at school with special tasks to support Roma pupils and their families

Social work at school with special tasks means advice and support for Roma pupils and their families. It consists of various components such as help with school enrolment, classroom assistance, vocational orientation, enhancing parenting skills, translation or conflict presentation and mediation. Such assistance helps to avoid or reduce school alienation. It facilitates participation in school life and communication between schools and homes in a cooperative spirit. A comprehensive information of parents on the importance of day care facilities is advisable to round off these efforts.

6. Family education and counselling

In order to improve access to early childhood education, particularly in day care centres, the Senate Administration for Education, Youth and Science plans to establish education and counselling instruments in some family centres as low-threshold offers for parental involvement.

7. Young Roma in Berlin: Vocational orientation and training for newly arrived youths distanced from the labour market

The XENOS project funded by the European Social Fund and the Federal Ministry of Labour and Social Affairs provides vocational orientation in combination with measures

against exclusion and discrimination. It is directed at Roma as well as asylum seekers/tolerated foreigners.

8. Training in Sight

The current programme "Training in Sight" prepares youths for taking up vocational training. It comprises courses on vocational orientation and prepares them for starting vocational training. At the end, the new competencies are tested in a work placement during which social pedagogues can be available for supervision, if required. The programme is targeted at youths up to 25 years of age, particularly those with migration backgrounds. Young Roma can participate if they meet the respective requirements. Special efforts are made to reach Roma in larger numbers, by networking with advisory centres consulted by this group and by targeted advertising.

3. Field of Intervention: Health Care and Social Matters

a. Current Situation

In the field of health care, many Roma and other EU citizens face access barriers for lack of insurance coverage. Many of the new arrivals did not have health insurance coverage in their countries of origin either, or are not informed about the possibilities and conditions for health insurance coverage abroad (such as European Health Insurance Card or crediting of earlier insurance periods). Often they do not have the financial means to take out an insurance in Germany, or to pay for necessary treatments. Due to the fact that for Bulgarian and Romanian citizens the freedom of movement for workers is restricted until 2014, it is more or less impossible for this group to gain health insurance in connection with an employment contract.

As a result, they depend on health care services for the non-insured provided by charity organisations such as Malteser Migranten Medizin, the out-patient facility run by the Caritas at Berlin Zoo station, the Jenny de la Torre Foundation as well as a network of doctors the Office for Medical Assistance to Refugees has recourse to, and the public health service. These cannot provide enough treatments. Emergencies will not be turned away from public hospitals.

Berlin's five Centres for Sexual Health and Family Planning as well as the Children and Youth Health Service Offices act as points of contact of the public health service and are confronted (and overstretched) with considerable numbers of non-insured EU citizens. Pregnant women often live in precarious and cramped circumstances. Finding places for non-insured women in maternity hospitals consumes a large part of the resources of the centres. Many children are not vaccinated, and often such families have to be supported by social pedagogues over a longer period of time. The share of Roma children among all non-insured children is estimated at ca. 50 % in one borough, ca. 60-70 % in two other boroughs, and ca. 70-80 % in two more boroughs. The Centre for People Suffering from or at a High Risk of Developing Tuberculosis has registered an increase in the number of tuberculosis cases originating from the group of new arrivals.

An important preventive aspect is the psychosocial and health counselling of Roma women working in prostitution. While there are no valid data concerning their share in the total number of prostitutes in Berlin, the advisory centres have reasons to assume

that in certain high-risk areas Roma women are working, too (for instance in the streets around Kurfürstenstrasse where the boroughs Mitte and Tempelhof-Schöneberg join). Many of the women are in a poor state of health and live in precarious and often violent environments.

The legal uncertainty prevails as there are divergent court rulings with regard to the entitlement of EU citizens to benefits under Book II of the German Social Code (SGB II): In accordance with Section 7(1) sentence 2 point 2 of SGB II people (and their family members) are not supported if their right of residence results merely from the purpose of looking for a job. However, social courts have ruled differently in individual cases, on different grounds, and declared this exclusion as violating European Law with the consequence that benefits have to be granted. In the field of Social Matters court rulings also differ with regard to the entitlement of this group to benefits under SGB XII. In addition to the exclusionary elements entry to find a job and entry to get financial benefit the question of whether social benefit should be paid to persons who are able to work is disputed. Only in individual cases the social services departments grant absolutely necessary services as emergency help, including emergency medical treatment. If there is no EU health insurance coverage, pregnant women are entitled to services only in case of a high-risk pregnancy or an imminent delivery. In accordance with Section 25 SGB XII the provider of emergency medical treatment has to prove that the patient required help and did not have health insurance coverage, which leads to a lack of clarity about who is responsible, insufficient processing capacities and problems with regard to reimbursements.

b. Goals for Action

In order to respond to these challenges, the Senate has identified the following priorities:

1. Making sure that necessary vaccinations are administered

For children without health insurance coverage sufficient funding is to be set aside to provide vaccines for them. The vaccines should be obtained centrally by the Regional Office for Health and Social Affairs. This is an essential health policy measure as the highest possible vaccination rate is the best way of preventing certain infectious diseases.

2. Psychosocial and health counselling for people working in prostitution

The low-threshold outreach and accepting social work for Roma working in prostitution in a language they speak as is currently provided by an advisory centre near Kurfürstenstrasse at the boundaries between the boroughs of Mitte and Tempelhof-Schöneberg is to be continued. It provides information on health matters and offers individual counselling.

3. Financing of deliveries by women without health insurance coverage

In the interests of the health of mother and child, destitute pregnant women should be granted sickness assistance in accordance with Section 48 SGB XII or pregnancy and maternity benefit in accordance with Section 50 SGB XII for the last three months of their pregnancy. At the same time, lump sums should be negotiated with hospitals for deliveries. For cases which have no chance of funding the Senate Administration for Health and Social Matters intends to set up an emergency fund.

4. Reimbursements for emergency treatments of people in need – revision and translation of questionnaire, accompanying flyer

To improve the procedure for the reimbursement of emergency treatments of people in need the questionnaire is to be revised and translated and an accompanying information material to be developed.

c. Procedural Instruments

Furthermore, the Berlin Senate is planning to bring about the following structural changes in this field of intervention:

1. Full integration of responsibilities for reimbursement procedures after emergency treatment

A review will be made to find out whether the reimbursement procedure following an emergency treatment in accordance with Section 25 SGB XII could be organised in one borough for the entire State of Berlin, to create synergies and a fully integrated administrative practice.

2. Full integration of responsibilities for assignment of accompanying social benefits to people suffering from tuberculosis

To integrate efforts, it is planned to refer all matters relating to the assignment of accompanying social benefits to people suffering from tuberculosis to the Lichtenberg borough authority.

3. Provision of medical check-ups for children without insurance coverage

A number of health service centres for children and youths should be put in a position to provide standard medical check-ups (U2 to U9) for children with no insurance coverage. Together with the centres for sexual health and family planning, a close-knit chain will be formed from pregnancy to birth and adolescence. A concept for it will be developed in connection with the further development of the public health service.

4. Field of Intervention: Housing and Conflicts in the Urban Space

a. Current Situation

In Berlin many groups (such as people with low income, recipients of transfer payments and indebted people) find it difficult to rent a flat that corresponds to their budget. The number of homeless households in Berlin has risen sharply since 2010, and continues to increase. This situation has an effect on Roma families, too. Consequently, they try to find shelter with acquaintances or accept offers by rogue landlords. Often adults and children live under very cramped conditions in dilapidated houses. Such landlords take advantage of the fact that their clients are unfamiliar with German tenancy law, do not speak German, need a registered address and Roma are discriminated against on the regular housing market. So they offer tenancy or sublease contracts at excessively high prices – or urge families to vacate their flats, depending on what fits them best at the respective time. Homeless Roma spend their nights also in cars, public squares or parks.

The boroughs consider the housing situation of Roma to be difficult. The said housing conditions and their consequences have a negative effect on acceptance by neighbours.

In view of this situation, out-reach counselling to inform Roma about their rights as tenants as well as the usual standards of rented accommodation and local rents in Berlin seems promising. Thus inadequate housing conditions can be reduced and avoided in the long term, and homelessness prevented.

Since 2010 the Contact Point for European Migrant Workers and Roma in Berlin, which is funded by the Senate Administration for Labour, Integration and Women, has advised newly arrived Roma also in housing matters. The heavily overloaded centre reports about considerable difficulties of their clients when trying to access the regular housing market, of certain landlords taking advantage of the vulnerable social position of this group by renting out housing without electricity or heating, for instance, or of families losing their flats overnight in breach of German tenancy law.

b. Goals for Action

In order to respond to the problem, the Senate has identified the following priorities:

1. Temporary accommodation for families with children

Roma families who find themselves without home or shelter could be accommodated for a limited period of time, several days, in an institution to be set up to inform them about their options and rights and establish whether they are entitled to any claims under SGB II or SGB XII.

2. Housing and conflicts in the urban space

Roma with housing and tenancy issues can be informed in special meetings about their rights as tenants. If required, they can get individual advice and legal assistance. Besides, they should be supported in building up own organisational structures such as tenant communities.

3. Combating unfair rental practices

In addition to legal advice for tenants the Senate will, together with the boroughs, make every effort possible within the framework of the relevant legislation to actively combat unfair rental practices.

5. Field of Intervention: Integration Prospects – Fighting Poverty and Social Exclusion

a. Current Situation

Many Roma are very suspicious of authorities and state institutions and therefore rarely turn to them. But they contact the NGOs of their community for support. The current instruments for the inclusion of Roma communities are not sufficient. Integration courses for newly arrived EU citizens are not compulsory and can only be attended if capacity allows. As a result, adults have an insufficient command of German, so parents cannot support their children at school adequately. Besides, the life of many Roma families in Berlin is characterised by cramped housing, poverty, unemployment and social exclusion. These factors can, principally and regardless of ethnicity or religious

affiliation, make it more difficult to find constructive solutions for conflicts and may contribute to violence. An early prevention of domestic violence is of importance not only for women, who are usually most affected, but also for the healthy socialisation of children in such households.

To facilitate access to education and organised learning, adult education centres should adapt their courses in the fields of language acquisition and adult literacy. A good example is the pilot scheme “Measures to Strengthen the Roma Community in Berlin” introduced by the Senate Administration for Labour, Integration and Women in cooperation with the Senate Administration for Education, Youth and Science and the Senate Administration for Urban Development and the Environment in 2012 with funding by the European Regional Development Fund (ERDF). It includes outreach work, literacy programmes and the establishment of self-help structures. An agent is needed to mediate between mainstream institutions and the newly arrived Roma to build trust and remove existing obstacles. The outreach counselling and support by the “Mobile Contact Point for European Migrant Workers and Roma” is received very well. However, the Contact Point cannot satisfy the rising demand and is heavily overburdened. Additional funds have been made available for the project in 2012 and 2013 at borough level to employ native speakers as family assistants. This is an important step, but not enough to meet the demand.

So far, Roma have not been sufficiently involved in the drafting of projects targeted at their group. At the same time, no stable self-organisation structures have been developed yet to represent and protect the interests of Roma. The existence of associations is jeopardised time and again by lack of funding. The local networks of Roma communities are in their early stages, too, and there are no stable network structures as would be important for the community itself and as counterparts for the administration.

Discourses on Roma are dominated by negative attributions and stigmatisations, and stereotyping also occurs in contacts with authorities and administrations. Mechanisms of exclusion and discrimination as well as antiziganism penetrate all aspects of life and hamper the social participation of Roma. Antiziganism as structure of prejudice and discrimination is widespread².

A survey among Sinti and Roma carried out in 2011 revealed that 81.2 % of the respondents had experienced discrimination; 25.3 % said they were discriminated against regularly, often or very often³.

In 2011 the long-term study “Group-focussed Enmity” showed that 40.1 % of the respondents in Germany agreed with the statement “I would find it problematic if Sinti and Roma were in my neighbourhood”. Some 27.7% confirmed the statement: “Sinti and Roma should be banned from town and city centres”⁴.

Time and again the Berlin administrations obtain knowledge of cases of anti-ziganist hostilities, for instance at school or in neighbourhoods. However, no scientific surveys

² Cf. for a survey Markus End (2012), expert opinion antiziganism, About the current state of research and counter strategies (in German).

³ Strauß, Daniel (ed.) 2011, Study on the current educational situation of German Sinti and Roma. Documentation and research report, on behalf of RhomnoKher – Haus für Kultur, Bildung und Antiziganismusforschung Marburg (in German).

⁴ Heitmeyer, Wilhelm (2012), Group-focussed Enmity in a century with no guarantees. In: Idem (ed.): Deutsche Zustände. Vol. 10. Frankfurt on Main, p. 15-41, here 39f (in German).

have been conducted so far about the forms and manifestations of anti-ziganist hostilities in the State of Berlin. Also, there is a lack of specific preventive and reactive concepts.

b. Goals for Action

In order to respond to these difficulties, the Senate has identified the following issues as priorities:

1. Mobile Contact Point for European Migrant Workers and Roma

Due to the situation in Berlin, the activities of the Contact Point are to be expanded with particular emphasis on:

- Initial orientation
- Conflict intervention in the social space
- Placement and language support in institutions of the social infrastructure (day care centres, schools, health service, language courses, job centres, etc.)
- Counselling and support in case of loss of accommodation and other housing matters

2. Programmes at borough level for the inclusion of foreign Roma

The provision of support structures at borough level (cultural mediation and interpreting for outreach work, street work, in contacts with mainstream services, especially schools and authorities as well as landlords) should be continued, also in quarters where Roma families have not been reached so far; the same applies to the newly established legal counselling for tenants in neighbourhoods.

3. Strengthening self-organisation through community building

To strengthen Roma communities both internally and externally a project is to be initiated to set up a local network as alliance structure between Roma organisations. Its objectives could include:

- Strengthening self-organisation and self-help potentials through networking and qualification, empowerment, sharing of resources and competencies;
- Increasing opportunities for political participation and representation of interests as well as expansion of networks of Roma communities;
- Reduction of attributions and stereotypes at mainstream institutions and in society.

4. Pilot project "Measures to Strengthen the Roma Community in Berlin, especially Outreach Family Social Work and Development of Self-Help Structures"

The project is funded by the European Regional Development Fund until the end of 2013 and brings together adult evening classes, agencies in the field of family social work and a Roma organisation, thus promoting important new networks. The development of self-help structures is in its early phase and could be further strengthened so that sustainability will be reached.

5. Documentation of anti-ziganist hostilities and accompaniment to advisory centres

Building on the current counselling structure financed by the State of Berlin for people discriminated against because of their ethnic origin, the Berlin State Office for Equal Treatment and Against Discrimination (LADS) intends to document anti-ziganist hostilities in the future, too, in order to support those affected and learn more about anti-ziganist hostilities.

6. Inclusion of the topic discrimination against Roma and Sinti in current programmes of the LADS

The LADS will include the topic discrimination against Roma and Sinti in its awareness raising campaign "Discrimination has many faces!" and in the conception and implementation of diversity trainings at the LADS Academy.

7. Further training: How to deal with domestic violence?

By analogy with existing further training courses for certain professional groups and representatives of institutions of migrant communities, courses are to be offered to multipliers working with Roma to show up ways of dealing with cases of domestic violence.

III. Outlook

In its decision of 25 June 2013 about the twin budget for the years 2014 and 2015 the Berlin Senate has earmarked the necessary funding for the above-mentioned measures in the framework of existing approaches, in connection with new, specific approaches for Roma coming to Berlin as part of internal migration within the EU, and for people with similar needs. Insofar this Action Plan represents an overview and a political action programme. More details will be outlined in connection with the forthcoming report to the Main Committee and thus in due time for the budget discussions.

The interdepartmental Steering Group Roma in which all boroughs may participate will continue its work. It will support the implementation of the Action Plan as coordinated by the Senate Administration for Labour, Integration and Women regularly and monitor the implementation of projects. By 31 March 2015, the Senate Administration for Labour, Integration and Women will report about the implementation of the Action Plan.

Berlin, 16th of July 2013

The Berlin Senate

Klaus Wowereit
Governing Mayor

Dilek Kolat
Senator for Labour,
Integration and Women

Translated by Monika Wilke