

Chapter Eight

Experiences from Germany

Alexander Krauss

Institut für sozialwissenschaftliche Beratung, Germany
krauss@isob-regensburg.net

Overall National Context, Facts, and Legal Basis

From the point of view of most migrants, Germany is a desired destination. Following the Dublin treaty however, it is almost impossible to reach Germany legally without passing another European Union or other presumably safe country.

Nevertheless, a moderately high number of unaccompanied minors keep arriving to Germany, mostly in four-digit numbers, except for the years 2015 and 2016. The number of municipalities in Germany is 10,799.¹ At the height of the surge of migrants in 2016, there were about 3 UAM per municipality, compared to a mere 0.24 in 2019.

While the surge of refugees in 2015 and 2016 was accompanied with a high degree of societal responsibility and good will (*Willkommenskultur*, Culture of Welcome) there were some xenophobic movements which gained a very outspoken and strategically significant, but clearly minority followership of up to 15% of the population. Overall, the support for a responsible and humanitarian, if well-regulated and well-managed refugee policy remains high.

The federal state, states, and municipalities as well as the civil society responded to the arrival of refugees with an expansion of support capacities. These included infrastructures, volunteerism and expanded regular paid for structures. Post 2016, the refugee treaty with the Turkish republic almost completely stopped new minor migration, reducing it to a level of less than 3000 UAM in 2019. Consequently, many of the structures which were built were reduced again, a >stop and go< that turns out to challenge the manageability of minor's migration in the case of a discontinuation of the treaty with Turkey.

¹ See <https://de.statista.com/statistik/daten/studie/1254/umfrage/anzahl-der-gemeinden-in-deutschland-nach-gemeindegroessenklassen/>.

TABLE 8.1 Asylum Applicants Considered to Be Unaccompanied Minors – Annual Data (rounded)

Territory	2012	2013	2014	2015	2016	2017	2018	2019	2020
EU	12,540	12,725	23,150	95,205	63,250	31,400	19,845	17,800	
Germany	2,095	2,485	4,400	22,255	35,935	9,085	4,085	2,690	2,230

NOTES Based on data from Eurostat (<https://ec.europa.eu/eurostat>).

As a consequence of the humanitarian crisis in the collective refugee shelter camps on the Greek islands and in particular after the latest events in which the camp in Moria was burned down, a number of municipalities in Germany started the initiative ‘We Have Free Space’ (*Wir haben Platz*) and offered and demanded that more minors, at least about 4000, are to be accepted to Germany, as the same number is currently leaving the youth care facilities (Bundesfachverband unbegleitete minderjährige Flüchtlinge, 2020a).

The latest decisions of the European Union on the border regime of the European Union were met by severe criticism from the most important civil society organisations, as the well-being of the minors and fair treatment and access to a regular process of protection are in danger (Bundesfachverband unbegleitete minderjährige Flüchtlinge, 2020b). Another relevant tendency is that the arriving minors are younger (34% under 16 vs 27% in 2017/2019) and the proportion of females is larger (18,6% vs. 12%) which implies an adaptation of the support structures to these groups. The most current numbers are presented in table 8.1.

Legal Aspects Relevant for Migrants

UAM in Germany are taken under the care of the youth support services according to the 8th book of the general social legislation (SGB VIII) which also regulates all following processes. There is a clearing, reallocation, and referral process, which is implemented by the municipal youth support services, according to recommendations of the association of state youth support administrations (Bundesarbeitsgemeinschaft Landesjugendämter, 2020). Critical points are the clarification of the age of the refugee and the definition of a support plan, which is elaborated with the participation of the young refugee.

Minor Migrants in Transition to Adulthood: Situation and Challenges

While young refugees, despite cultural background and biography, share many critical characteristics with their local peers, up and fore-

most the characteristic of being adolescent, the critical difference is their insecure status of residence once they reach adulthood. This insecurity is being described by many practitioners in the field as the key challenge for the process of transition from the protected and supported status as UAM and adulthood.

The status of residence is dependent on the result of the application for asylum and/or refugee protection. The practice of this process is highly dependent on the engagement and competence of the assigned guardians. While formally, at the age of 18, UAM become subject to the regular process for adult refugees, including residence in a refugee shelter etc., the responsibility of the youth support services could in practice be extended if the development of an autonomous responsible personality has not yet been completed.

This is assumed for a high percentage of the UAM. In fact, young refugees 'should' remain under the responsibility of the youth support services. This, however, depends on the decision of each regional branch of the youth support services. The actual practice varies.

Most importantly, the special protection of minors against deportation ends. The stress of the process of protection adds to other complex challenges of the youth. After being referred to adult status, the process is determined by the Asylum Law (Asylgesetz (AsylG), 1992).

Recently, the process of transition for young migrants has been reviewed by the civil society group Bundesverband unbegleitete minderjährige Flüchtlinge, a cooperation of leading third sector actors like Workers Welfare, Red Cross, SOS Kinderdorf, Don Bosco Salesians and about 70 other relevant organisations.

The association has elaborated a quite comprehensive guideline for accompanying the transition of minors to adulthood, used by most professionals and volunteers for training and reference (Bundesverband unbegleitete minderjährige Flüchtlinge, 2020b). The guide is based on the wider discussion in social work on 'care leavers,' which are, independent of their refugee status, a major target group of social work, as the challenges of stabilisation, orientation and insertion to regular systems is common to many groups of youth.

A special challenge in the case of young refugees is that these often lack cultural and institutional orientation, as well as individual stabilisation because of a change of reference cultures, while the typical resident client is suffering from individual disorientation, addiction, or a lack of individual competence development.

The model developed by CiSOTRA gives a macro perspective on

the practical guidelines described by the Bundesverband unbegleitete minderjährige Flüchtlinge in detail and therefore adds value as a tool for reflection for practitioners and coordinators of young refugee support policies.

Key Coordinating Actors

In the case of Germany, the political and administrative structure is highly federalised, i.e., the 16 federal states have substantial legal responsibilities in the relevant fields on homeland security, migration, education, youth support and other policies.

Some relevant areas, such as insurance schemes (employment agencies) are regulated on the federal level but administered by tripartite arrangements which include social partners. Municipalities have wide responsibilities, which can be distinguished by obligatory responsibilities including responsibilities in the implementation of federal state and state legislation. Own voluntary policies and regulations add to the complexity of municipal policy making and administrative practice.

The second dimension are different responsibilities for youth and adults, which are reflected in a separate law on youth care (SGB VIII) on the federal level, which is mainly implemented by municipal agents.

While the responsibility for youth is quite clear, (young) adults are trapped in a hugely complex system of state responsibilities assigned to a wide variation of layers of government, in fields like migration, law of residence, security, education, housing, social benefits, training and employment, social security and health and many more.

Since this complexity apparently led to several frictions in the field of policies for the transition of minors, several programmes for the coordination of activities of these layers of government have been created as an ad hoc reaction to the challenges of the surge in the number of refugees 2015 ff.

However, to discuss only one example of the multiple programmes, it must be noted that ‘coordinators’ funded by these programs (e.g., *Willkommen bei Freunden 2015–2018*) have no legal responsibilities and face the challenge of networking with the huge volume of well-established relevant actors, each with their own agenda and legal obligations, traditions and institutional structures (*Willkommen bei Freunden*, n. d.). This, despite some fruitful practical results and an improvement of communication, often turned out to be a ‘mission impossible.’

From the perspective of the actors which have been involved in the CiSOTRA project in Germany and including the actors and dimensions which are being described in the CiSOTRA model, the aim of coordination of the policy field should be:

- to see that all elements of the model are considered and are provided in good quality in the region of coordination,
- to see that all referrals between the individual actors and institutions are smooth,
- to see that all actors are aware of each other's aims, responsibilities, and logic of action, and
- to see that all actors communicate with the coordinator and among each other.

The model that has been developed in the CiSOTRA project, has built on the political and scientific debate in the community of those concerned with integration policies, which in Germany has much focused on the municipal level in recent years.

Municipalities are those most affected by successful integration or societal disintegration, as on this level the consequences of state policies become concrete.

In Germany, municipalities are also legally and financially responsible for providing basic social security and housing and therefore their finances are much strained if populations, unable to provide for themselves, emerge.

The general problem of coordination is replicated on municipal level as well, as various administrations (e.g., youth support, schools, foreigners, and migration) may have different views and are obliged to act on different legal foundations, often with contradictory aims. Since this level allows for face-to-face contact and a close contact of the actors, coordination is much easier achieved than on other levels and the pressure to find pragmatic solutions is also higher.

Leading municipalities have therefore developed concepts for overall municipal migration policies. An example is the City Hall of Munich (Landseshauptstadt München 2018). These plans are often backed up by municipal funds, which can – in the case of richer municipalities – fill the gaps left by other federal or state funding.

Consequently, municipalities demand a larger say in migration policies and European initiatives like Solidarity Cities or EURO CITIES are

drivers of municipal management of migration policies in a direct coordination with the European Union (Bendel et al., 2019, p. 12).

An additional layer of coordination complexity is the important role of the civil society in Germany. Along the general principle of ‘subsidiarity’ (Bröhmer, 2014), one principle of state and societal organisation is that each problem is to be taken care of at the lowest possible level, i.e., the individual, family, voluntary associations and societal groups, social partners, and government levels.

Consequently, in Germany there is a large ‘third sector’ next to state agencies and private businesses. A few examples: many state responsibilities in youth support or employment and training policies are commissioned to third sector actors. Church based providers, namely Caritas, Diakonie, etc. have a large ‘market’ share of such services and state policies cannot be implemented without using the concept, staff and infrastructural resources of these organisations. These organisations often act on an individual or faith-based set of values and this can influence the state policies to quite some degree, which had a demonstrable mitigating effect, e.g., when the catholic and protestant churches openly criticised the harsh deportation policies of some state actors.

Also, citizen-based volunteer organisations provide manpower and creativity in mitigating acute crises. There is a consensus that without the degree of citizen volunteering the crisis of 2015 ff. could not have been managed. These groups also represent the general culture of acceptance of society towards migrants, as they are often the first and most relevant contact point of refugees vs. the general society.

In transition between UAM and young adult refugee status, before entering the employment system, schools are the focus of interaction with the host society. Schools, vocational schools in particular have developed new formats of instruction like ‘vocational integration classes’ (*Berufsintegrationsklassen*) which combine language learning, general subjects, and vocational preparation. They are open to minors as well as young adults up to the age of 25.

Therefore, vocational schools, many of which also offer integrated school social work, financed by the municipalities, and granting access to NGOs which support young refugees with volunteer work, have become preeminent hubs of support for young refugees.

As mentioned, the providers of youth support measures as well as job integration, transitional and vocational preparation measures, play an important role as commissioned agents of support.

Often these actors implement measures under the law for youth support as well as vocational integration courses for adults. Such providers have the manpower and facilities for practical support and can often rely on a wider network, e.g., the framework of 'Caritas,' the catholic provider of social services, which is the largest employer and generally one of the largest organisations in Germany. Therefore, a wide range of services can be provided² Within this wider framework particularly for youth, the catholic youth support services exist in each diocese, e.g., in Regensburg.³

The size, resources, and experienced professionals of this network of organisations and individual institutions can provide overarching services and integration concepts even if the funding structures and sources are fragmented and often contradictory. Similar organisations exist in the framework of the protestant church (*Diakonie*) and secular organisations (*Paritätischer Wohlfahrtsverband*). Another specialised branch in the organisational framework of these third sector organisations is the 'Youth Migration Services' (*Jugendmigrationsdienst*),⁴ funded by the 'Strengthening Youth' (*Jugend stärken*)⁵ federal programme of the Ministry of family and social affairs.

Another level of stakeholder relevance and therefore coordination needs is the training and employment system in Germany. While there is a right to seek employment after some years of legal residence or granted right of protection, the factual opportunities of training and employment depend on employers. According to the dominant German system of initial training, apprenticeships are provided by individual private companies and full training through state run vocational schools is an exception.⁶

Therefore, private companies are the gatekeepers to training and employment. As Germany is a labour society in legal arrangements and societal culture, being employed in a respectable occupation and providing for oneself is the key factor of general societal acceptance (Offe, 1984; Pries, 2017). This is a notable contrast to more family-based cultures in other countries.

² <http://www.caritas-germany.org/focus/currentissues/what-does-caritas-do-for-refugees-in-germany>.

³ <https://www.kjf-regensburg.de/>.

⁴ <https://www.jugendmigrationsdienste.de/en/>.

⁵ <https://www.jugend-staerken.de/>.

⁶ <https://www.bibb.de/en/77203.php>.

This makes companies another key stakeholder, although one that is currently under-used by the more social support-oriented communities of care actors. One reason is a contradiction between the staffing needs of companies in some sectors and the general aim of federal state policy to reduce the number of refugees and to avoid a ‘change of track’ between the system of human protection and general migration and labour policies. While there is a strong demand for apprentices in sectors like crafts and healthcare and consequently there are numerous success stories of young refugees completing even quite demanding three years apprenticeship programs successfully (Netzwerk Unternehmen integrieren Flüchtlinge, 2020), there are still concerning news of young refugees, particularly from Afghanistan, being deported while being on a promising track of educational, societal and professional integration (Ghassim, 2021).

Considering this general context, a list of actors in the field of educational and employment integration to consider would include educational institutions (elementary education, secondary education, higher education, vocational schools), companies providing apprenticeships, labour market organisations such as the ‘Agency for work’ (federal with strong social partner involvement), municipal job centres (responsible for those on social benefits), Chambers of Commerce, Chamber of the Crafts (e.g., responsible for recognition of prior qualifications, main supporters of apprenticeships) and various commercial and third sector training providers.

Key Competencies Needed by Professionals

At the moment, there is no established framework of competences for supporting the transition of UAM to the adult system in Germany, although there is a growing portfolio of education programmes and various types of training aiming to build such competences. The discussion to follow builds on discussions with the professional community of actors in the region of associated partner City of Regensburg.

The great majority of actors in the system that has been described in the previous chapter are fully trained professionals, with full Master Level studies in social work, education, public administration, and law. Many of them can build on many years of practice in professional organisations or public administrations.

However, it is widely felt that these competences are insufficient to fully cope with the challenges of the new group of young refugees. Many

practitioners claim that there are many similarities with traditional groups of young clients, as, in the first place, them being adolescents. However, they are also vastly different, particularly regarding their insecure legal status of residence, language and background culture and socialisation. Also, there are specific dynamics of socio-psychological dynamics of migration, which need to be considered, as Irmela Wiesinger (2018) pointed out in a much-acclaimed article.

As all actors until recently and again during the Covid-19 crisis, worked to capacity, the resources for further training are scarce and the motivation for such training is low, as there is no clear political mission for such coordination and little individual benefit attached.

There is a consensus that more coordination between the systems is required. Currently, competences are specific to the respective sub system: pedagogic and educational for guardians of youth, educational for their teachers in school, medical and psychological on the side of specialised agencies and NGOs, which care for specific traumata, etc. For young adults, integration into professional training and work is the main concern, as is support for the general integration into society.

What is currently lacking is a specific competence in organising the transition process of the young adults. This transition implies multifactorial problems: individual development, potential psychological and medical problems (among them traumatisation), the general orientation in the society, making the right career choices and general life planning. Supporting success in school requires good knowledge of the school system and multiple potential educational pathways, particularly those who give the best chances of success, and yet are often unknown to the refugee youth.

To support integration to vocational training, a good knowledge of the professional transition system and dual apprenticeship system is required, including knowledge of the local economy and employers. Supporters of the transition should have knowledge of analysing talents and competences and on how to present them. Also, knowledge about continuing development of language competences is required. Finally, supporters of youth in transition must be well aware of the various volunteer support initiatives provided by the civil society. These are currently the backbone of refugee support, which fill the gaps left by the official institutions.

Obviously, this spectrum of competences is too wide for one person to cover in depth. Professionalisation of transition support services

should aim to develop at least some awareness of the general problems and opportunities in each field along with an overview of sources of information and access to specialised support structures.

Such a portfolio of competences is not currently part of any professional profile. Therefore, a programme to develop such a portfolio, as suggested by the CiSOTRA project, although it is only a first step that needs to be further elaborated and evaluated in different national contexts, is innovative compared to the current status quo situation.

Findings from CiSOTRA Qualitative Research

Besides an extensive study of literature, which has guided the initial development of the CiSOTRA project, and which is documented on the website, the project has made the interaction with stakeholders a key activity within the project. Representatives of the associated partners (City Hall of Regensburg, a mid-sized city in the south east of Bavaria, UNESCO world heritage site and one of the most dynamic industrial regions in Germany and the City Hall of Munich, the capital city of the federal state of Bavaria) have participated in most activities, and stakeholders from civic initiatives, schools, companies and specialised organisations such as youth migration services have been in continuing contact with the project in various formats, like focus groups, training sessions, international expert exchanges and Advisory Boards. The following remarks are formed on the input of these stakeholders, while analysis and summary of these insights is the responsibility of the author.

- Overall, the system in Germany proved to be highly efficient in the immediate crisis response. Institutional capacities were adapted, and the civil society reacted with empathy, a surge in activity and an exceptionally high level of volunteerism.
- The transition of these ad hoc measures to a regular system of transition is more challenging. At macro level, a coherent/consistent migration policy in general and for young refugees has not yet been developed. The principle of avoiding 'pull factors' for more refugee migration is upheld and therefore the transition from refugee migration to the track of work migration is avoided as much as possible. This limits the scope and efficiency of all transition support measures, as applicants are subject to exceedingly long phases of uncertainty and threat of deportation. This is of-

ten the cause of existential fear on the side of the young refugees and concern and frustration on the side of the – often volunteer – supporters of young refugees.

- Vocational schools, together with apprenticeship providing companies, have been a driver of integration during the lifetime of the project. Many individual companies, as well as organisations like the chambers of the crafts, have pointed to the need for applicants for apprenticeships and the readiness of companies to take on young refugees. The companies, as well as the organisations, have therefore lobbied for the youth in many cases and have backed this up with practical support programmes, such as intercultural training for in-company tutors, consultancy, and others (as the Chamber of Commerce/Upper Palatine Lower Bavaria).⁷
- Most professionals can rely on academically trained support workers, such as social workers or psychologists. Teachers in vocational schools, however, find themselves confronted with a new group of students which has vastly different needs compared to their traditional students. While they describe the often extremely high motivation of the refugees as a benefit and motivation for themselves as teachers, they are not trained to provide language support and to deal with phenomena like traumatising, complex re-orientation, or basic socialisation in Germany. Further training for teachers is offered, but less popular. Many tend to view the ‘problem’ as temporary. A high number of new staff from various backgrounds, often academics with experience in refugee support work, have been introduced to vocational schools as additional teaching staff with great success, contributing to intercultural opening of schools.
- In addition to that, many municipalities have supplemented their regular school programmes with social work and extracurricular activities.
- The system could not work in favour of the refugees without the support of civil society groups. While much of the state funded measures are implemented by traditional third sector organisations like Caritas, having the most expertise and infrastructure,

⁷ <https://www.ihk-niederbayern.de/bildung-und-qualifikation/start-ins-berufsleben/fluechtlinge/ausbildung-von-fluechtlingen-3683982>.

‘new’ civil society support groups, like ‘Campus Asylum,’ ‘Regensburger Hilfe für Flüchtlinge’ and others fill the gaps in the support system. During the lifetime of CiSOTRA, organising additional lessons for refugees in the Vocational Integration Classes was one of the activities, other activities, such as support in the orientation phase of integration (group consultancy as writing workshops and PhotoVoice) are also organised by volunteer organisations which professionalise themselves and have acquired project funds, scientific support, premises and at least some professional staff.

- As mentioned, despite many individual activities and good practices there is no consistent system of integration, as integration is not an aim of policy per se. Municipalities are challenged by the social consequences of non-integration and have therefore a strong motive for stepping in and providing overall coordination.
- Overall, the field is still developing, and the societal debate is far from finished, with political actors in favour of a holistic system gaining influence, despite the noisy populist propaganda. The development of an overall system, nevertheless, is a challenge which has to be met should the huge portfolio of individual extraordinarily successful initiatives and interventions become fully effective, human suffering mitigated and a peaceful and prosperous society preserved.

Relevant Good Practices

The further development of an effective and humane migration policy for young refugees can draw on numerous good practices which have been developed by public and civil actors in recent years. The research in the scope of CiSOTRA has documented these practices in the WP 2 report (CiSOTRA, 2018). For this overview, a few of them, which are relevant for various elements of the model of intervention that has been developed by CiSOTRA, will be mentioned in the paragraphs to follow.

For the Educational Integration Element: Vocational Integration Classes (Staatsinstitut für Schulqualität und Bildungsforschung, 2019). The aim of this format within the vocational school system, usually complementing in-company training in the dual system, is to provide an integrated learning of language and basic vocational competences to youth at the secondary school age. Youth who cannot attend the regular vocational school programmes due to insufficient language competences

for a training placement (apprenticeship) in the dual system of vocational training can finish the basic secondary school exam and follow a highly flexible programme, adapted to individual needs of learners. The facilities of the regular vocational schools are being used, which facilitates transitions to the regular systems. The support and the distribution of students to classes on three different levels is organised according to an assessment of prior learning and competency level. The competences are built according to typical situations in training and employment; all learning should be relevant for future occupations and remarkably close to practice in employment and training.

Support for the Educational Element from the Civil Society Volunteers: Organisation of Extra Lessons for Students in Vocational Integration classes in Regensburg for these to pass the basic secondary school exam. About ten organisations joined forces to identify the need, organised facilities and joined individual support organisations and matched the young refugees with the volunteer teachers. The activity has been supported by the group of practitioners that met during the CISOTRA training for practitioners in 2018. About 30 volunteer teachers and about 150 students have benefited from it.

Support for the Orientation Phase: Writing Workshop and PhotoVoice Workshops as extracurricular activities for students in Vocational Integration classes. The practice was conceptually prepared and implemented by the CISOTRA project during the training for minors and young adults. The activity targeted the individual orientation of the young refugees. In A1 language level, photos taken by the students were a motivation for the first steps in written self-expression. This was continued by writing workshops on B1 level. This activity was well evaluated by the students and was presented as the official contribution of the CISOTRA associated partner City Hall of Regensburg during the 'Intercultural Week 2020,' a traditional week of workshops, lectures, and other events, organised by the Regensburg Foreigners Council, the official advisory board for migration of the City of Regensburg, which includes 20 elected representatives of the migrant population in Regensburg. The results were presented in an exposition which saw the – given the Covid-19 limitations – high number of about 300 visitors. A catalogue documents the concept and results.

Coordination of Policies and Actor's Element: Munich Comprehensive Strategy for the Integration of Refugees. The plan, published in 2018, fo-

cuses on activities of the City Hall of Munich and is the framework for commissioning of interventions, orientation for all municipal institutions to assure a smooth integration of refugees into the City society and a transition to qualified employment, avoidance of alienation and social exclusion.

The plan has been elaborated as an internal 3-year project of the city hall to orient, develop, and mainstream the municipal policy of integration, based on earlier general integration concepts. The municipal concept claims to set its own standards as being interested in 'Integration from day 1' and activities also for those who finally are not accepted for permanent residence. Munich has actively offered participation in international resettlement activities for persons at risk along with other 50 German municipalities.

The concept presents a concept for a 'chain of education and training' which covers individual educational and training offers, targeted at sustainable integration in employment. Short and medium term aims include expansion of language learning, offers for those who could not obtain an apprenticeship, modular qualifications to access the labour market while assuring certified training, development of guidelines for municipal institutions, including the development of transition management up to the point of sustainable integration in qualified employment. Vocational schools are highlighted as potentially holistic places of learning and integration.

Engaging and Stabilisation element: Catholic Youth Support Service 'Lernwerkstatt.' 'Lernwerkstatt,' a modular system of low barrier measures for minors and young adults, including youth with a low perspective of residence. The special measure is commissioned by the municipal youth support service and Job Centre for young refugees and other migrants with social problems. Its average duration is generally 12 months. The concept is based on very individual work with the refugees (duration, schedule, areas of learning). This includes training in basic vocational areas.

Stabilisation and Orientation Element: PUR (Pupil Refugee) Consultancy for young refugees on school and training matters, psychosocial issues and housing, health, and institutions. City Hall of Regensburg, Youth Support Services. Open access social work provides accompaniment and support for young refugees on matters of school, training, housing, livelihood, and on how to deal with various institutions. Clearing and referral to other institutions and organisations (e.g., on health,

life support, recreation, sports). The offices are integrated to the Vocational School Centre, but work independently and all consultancy is strictly confidential. The office provides intercultural training, social training, and training for the prevention of violence, as well as expert interchange with other actors and leisure time offers.

Orientation Element: Youth Migration Services, Federal Government Programme (partly funded by ESF) commissioned to regional organisations in the third sector. Support of Youth with migration background, educating, advising, accompaniment in all relevant issues at more than 450 centres throughout Germany: Professional and free of charge consultancy with a variety of services and in different languages. Main areas of activity include individual support of integration, including the support plan and socio-pedagogical consultancy along a holistic approach which considers the prerequisites and resources of each person. Group formats to support integration and development of the individuals' personality. Work with parents, information on educational and vocational training pathways as well as expectations and requirements in the education and employment system. Fostering and appreciation of civil society engagement of youth with migration background.

Networking in the Socio-Spatial Environment. JMD participate and foster regional and local networks of all actors in migration support and intercultural opening of institutions and organisations specific for refugee youth, the pilot project 'jmdStart' consults refugee youth at 22 regional offices.

Support for Occupational Integration Element: Project 'Perfect Fit.' The measure aims to support businesses and apprentices to successfully finish an apprenticeship in the dual system by consulting and supporting both parties (businesses and migration background apprentices) The focus is on the cultural opening of businesses with assistance for businesses and apprentices. The measure offers information, qualification and individual support during the apprenticeship training. For business: advisory service during the apprenticeship training; support in finding new apprentices; sensitising for refugee subjects (flight/trauma/intercultural work); training seminars: how to be a good trainer, legal framework in hiring refugees, how to motivate apprentices. For apprentices: advisory service during the apprenticeship training; application management; weekly extra lessons. Funded by the City of Munich Employment and Qualification Program.

Conclusions and Recommendations from project CiSOTRA Specific for Germany

From the description of the situation, stakeholder input at the events which have been implemented in CiSOTRA in Germany and the analysis of the good practices, we can extract the following main recommendations for the various actors and decision makers in Germany on various level of government.

Recommendations Related to UAM

- The support system for UAM in Germany is particularly good and needs to be extended to young refugees.
- Guardians should be trained with an eye on consistent advocacy in the asylum application process.
- The social work perspective should be more closely joined with the perspective on work and training integration.
- Synergies with the general system of youth integration should be reflected and the reflection of commonalities and differences in the psychodynamics of young refugees and 'German' youth in need of support should be discussed.

Recommendations for Policy Makers

- A consistent migration policy needs to be developed, which recognises migration as a fact and overcomes an approach which tries to deter refugees in general while managing migration for humanitarian reasons in a way that assures the safety and well-being of the refugees while at the same time considering the specific economic and social opportunities and conditions in a highly integrated labour society.
- The municipal level of migration management needs to be hardened and better funded. Integration should be managed on a level where the challenges, solutions and actors are close together and can act on a face-to-face level with the opportunity for an agile development and adaptation of practices.
- A stronger role of coordinators for refugee policies is needed, as the current administrative structure is fragmented and coordinators, often on temporary contracts, lack the legal authority and responsibilities to coordinate the activities beyond the level of communication and networking.

- The market-based organisation of commissioning support services requires a strong coordination also from a financial and conceptual perspective. This can be aided by an investment of municipal own funds to the field.
- Policy on all levels has to accept the fact of a transnational society and stop assuming that migration is a temporary ‘problem’ rather than a given fact in modern society. This insight implies a pragmatic management of the phenomenon, independent from individual preferences. A policy which tends to conventionalise a growing share of 25% of the population with migration background more as a ‘problem’ rather than its citizenry will become ever more alienated from the real life.
- Nevertheless, since Germany still is a quite integrated industrial labour society with a high perceived standard of harmony and civil peace, the process of intercultural transformation of the society cannot be left to market forces alone but rather be accompanied by a broad societal reflection of the self-concept of a modern migration society. Therefore, value education, self-reflection, civic orientation, and participation must be a strong part of all policies for minors and young refugees in transition, as well as their resident peers, accompanied by a comprehensive transcultural opening of all state and societal institutions. The basis of such a society is still the industrial labour society as of which Germany is an outstanding example. The opportunities that Germany provides cannot be separated from the conditions of success of such a society. Therefore, the transition to work based learning and training must be the priority for the support system for young refugees, as opposed to keeping these in an uncertain situation within a bubble of (mostly well meaning) refugee support, which neither serves to fulfil the hopes of the refugees nor challenges them to reality check their own expectations for a life in the host country. Such adverbial or well-meaning exclusion from the hard facts of life in an industrial society can lead to alienation and radicalisation, which is unproductive for both sides.

References

- Asylgesetz (AsylG). (1992). https://www.gesetze-im-internet.de/asylvfg_1992/BJNR11260992.html
- Bendel, P., Schammann, H., Heimann, C., & Stürner, J. (2019). *Der Weg*

- über die Kommunen: Empfehlungen für eine Schlüsselrolle der Kommunen in der Flüchtlings- und Asylpolitik der EU. Heinrich-Böll.
- Bröhmer, J. (2014). Subsidiarity and the German constitution. In M. Evans & A. Zimmermann (Eds.), *Global perspectives on subsidiarity* (pp. 129–156). Springer.
- Bundesarbeitsgemeinschaft Landesjugendämter. (2020). *Handlungsempfehlungen zum Umgang mit unbegleiteten Minderjährigen*. http://www.bagljae.de/assets/downloads/147_handlungsempfehlungen-zum-umgang-mit-unbegleiteten-minderjaehrigen-2020.pdf
- Bundesverband unbegleitete minderjährige Flüchtlinge. (2020a, 16 September). *Wir haben mehr Platz: Jugendhilfeplätze für ca. 4000 Minderjährige aus Griechenland verfügbar*. <https://b-umf.de/p/wir-haben-mehr-platz-jugendhilfeplaetze-fuer-ca-4000-minderjaehrige-aus-griechenland-verfuegbar/>
- Bundesverband unbegleitete minderjährige Flüchtlinge. (2020b). *Junge Geflüchtete auf dem Weg in ein eigenverantwortliches Leben begleiten: ein Leitfaden für Fachkräfte*. https://b-umf.de/src/wp-content/uploads/2017/12/BumF-Leitfaden__Junge_Gefl%C3%BChtete_-05_2017.pdf
- CiSOTRA. (2018). *WP 2.2 synthesis report: Identification of preventive measures, ex-ante model of intervention, policy recommendations and good practices*. https://romigsc.eu/wp-content/uploads/2018/11/2-RoMigScWP2_2_Synthesis_Report_V11__ISOB_EN.pdf
- Ghassim, A. (2021, 11 February). *‘Seehofers Afghanen’ sind zurück*. Tagesschau. <https://www.tagesschau.de/investigativ/panorama/abschiebung-afghanistan-seehofer-103.html>
- Landseshauptstadt München. (2018). *Gesamtplan zur Integration von Flüchtlingen*. http://www.muenchen.info/soz/pub/pdf/603_Gesamtplan_Integration.pdf
- Netzwerk Unternehmen integrieren Flüchtlinge. (2020). *Ausbildung: Integration in den Betrieb*. https://www.unternehmen-integrieren-fluechtlinge.de/wp-content/uploads/2019/01/NUiF_Ausbildungsbroschuere_RZ_ES_web_190111.pdf
- Offe, C. (1984). *Arbeitsgesellschaft: Strukturprobleme und Zukunftsperspektiven*. Campus Verlag.
- Pries, L. (2017) Strukturbrüche der Arbeitsgesellschaft. In F. Hoose, F. Beckmann, & A. Schönauer (Eds.), *Fortsetzung folgt* (pp. 61–80). Springer.
- Staatsinstitut für Schulqualität und Bildungsforschung. (2019). *Handreichung baf Beschulung*. https://www.isb.bayern.de/download/20182/hr_baf_beschulung_v20_20171120_1.pdf

Wiesinger, I. (2018). Integration und Identitätsbildung junger Geflüchteter in der Jugendhilfe – ein Drahtseilakt ohne Sicherung. *JAMt*, 10, 326–436.

Willkommen bei Freunden. (N. d.). *Netzwerk Willkommen bei Freunden Toolbox*. https://www.dkjs.de/fileadmin/Redaktion/Dokumente/programme/WbF_Toolbox_Netz