

DIFE: Digital Integration for Equality

PR: National Report

PR: IDENTIFICATION OF BARRIERS FACED BY ROMA AND MIGRANTS IN THE FIELD OF ADULT EDUCATION

Responsible Partner: Institute for Roma and Minorities Inclusion

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1. General data on the population and the situation of the Roma and Migrants in Germany

1.1 Migrant population in Germany (number, age, gender balance, country of origin)

According to the German Federal Agency for Civic Education (BDP) 26% or 21.2 million, out of total 81.8 million citizens, are people with migrant background in 2019. It turns that over one in four people has a migrant background; in West Germany this figure was 29.1% in 2019 and 8.2% in East Germany. North-Rhine-Westphalia had the most foreign nationals¹ at over 2.75 million, followed by Bavaria with more than 1.96 million and Baden-Württemberg with 1.84 million.

Moreover almost two-thirds of the total number of migrants has immigrated themselves and just over a third is born in Germany. Besides the Third Country Nationals (TCNs) among the migrants are encountered EU members citizens as well. Therefore most of the 21.2 million came from Turkey (13.3%), Poland (10.5%), Russia (6.5%), Romania and Italy (4.8% and 4.1% respectively), 4.0% from Syria and 5.9% from Kazakhstan. 85% of Turks and 71.5% of Italians have lived in Germany for at least fifteen years.

Regarding the target group of this research the TCNs, analyzing the data of asylum seekers applications for 2020 it is obviously that the Covid 19 pandemic had impacted the lower number of applications comparing with the previous 2019. Namely in 2019 there were 165,938² applications and in 2020 were 122,170³. Looking at the structure by nationalities, we found that the most 10 often nationalities even in circumstances of Covid 19 Pandemic the number has increased in 2020 for 15.4 %.

Table 1: First-time asylum applicants of legal age from all countries of origin and the ten main countries of origin in 2020 and difference to the previous year, according to BAMF

Country of origin	Number in 2020	% in 2020	% in 2019	Difference from the % in 2019
Syria	13,011	27.5	14.1	13.4
Afghanistan	4,459	9.4	4.8	4.6
Turkey	4,097	8.7	8.6	0.1
Irak	3,996	8.5	6.8	1.7
Iran	2,062	4.4	7	-2.7
Georgia	1,558	3.3	2.7	0.6

¹ Foreigners are those who are not German based on Article 116 Paragraph 1 of the German constitution. These include stateless persons and those with unclear citizenship as well as the population group with a migration background. Individuals with a migration background can either have immigrated into Germany or been born in the country to at least one parent who was born a foreigner.

² Federal office for Migration and Refugees, Reports on Migration and Integration – Series 3 2019, page 2

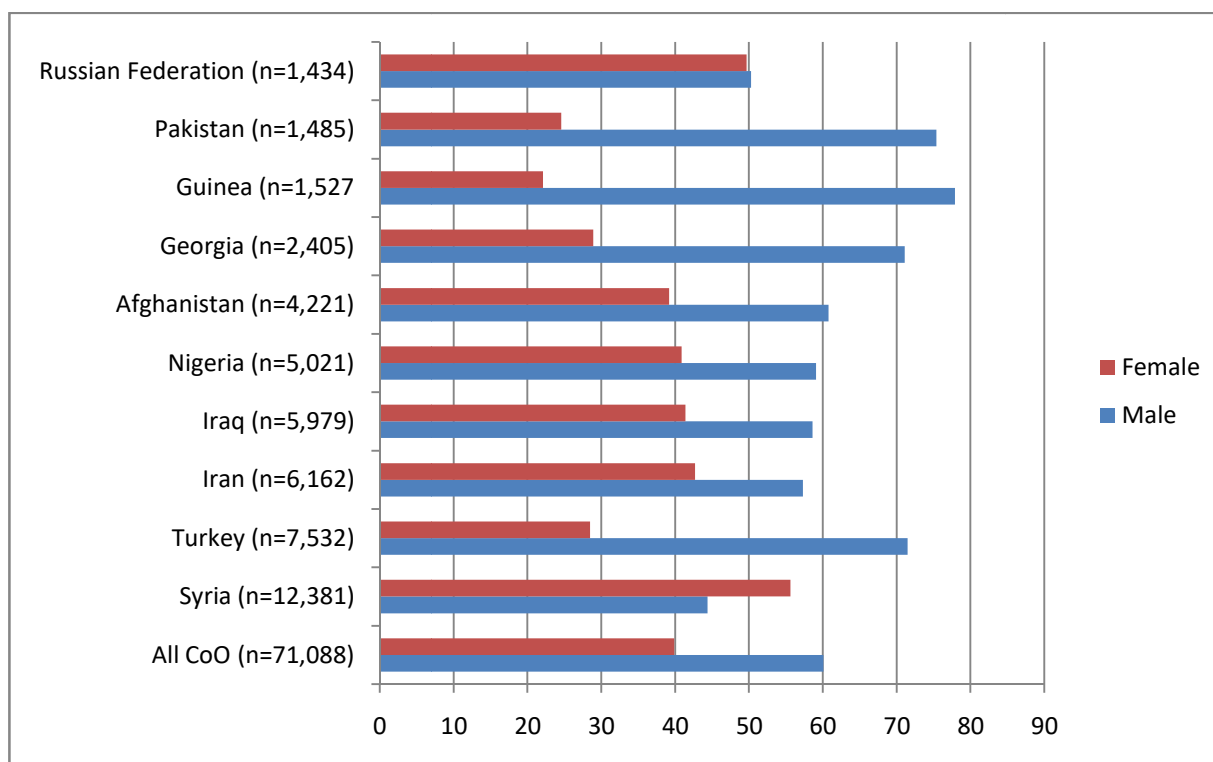
³ Federal office for Migration and Refugees, Berichtsreihen zu Migration und Integration – Reihe 3 2020, page 3

Nigeria	1,113	2.4	5.7	-3.4
Algeria	1,064	2.3	1.1	1.2
Vietnam	1,011	2.1	0.9	1.3
Somalia	798	1.7	1.6	0.1
Sum of main countries of origin	33,169	70.2	54,8*	15.4
Other	14,075	29.8	45.2	-15.4
Total	47,244	100	100	

Syrians prevails with + 13.4 % followed by significantly increased Afghanistan + 4.6. Turks has not significantly increased +0.1. In total 2.062 persons came from Iran which is less for 2.7% from the previous year. The same decreasing trend can be found in Nigeria, 3.4 % less than in 2019.

Focusing on the gender aspect we can conclude that as in the preceding years, the majority of migrants were male. The share of women has risen in recent years, however, with the male share falling from 64.3% in 2017 to 59.7% in 2018. At 60.1%, the male share is slightly up on the annual average for 2018 (Figure 1). 2019 in case of Syria is the opposite from the general context. Therefore there were markedly more female than male which place this country with the highest female share of the ten main countries of origin. The declining trend for Syrian men has 2019 slightly increased on the previous year, at 44.4%. For the other nine leading countries of origin, the male share outweighs the female share – though only slightly in the case of the Russian Federation, which shows a 50.3% share of male. The only countries to show a lower male share in 2019 than in 2018 were Iran (57.3% vs. 60.2%) and Afghanistan (60.8% vs. 65.2%).

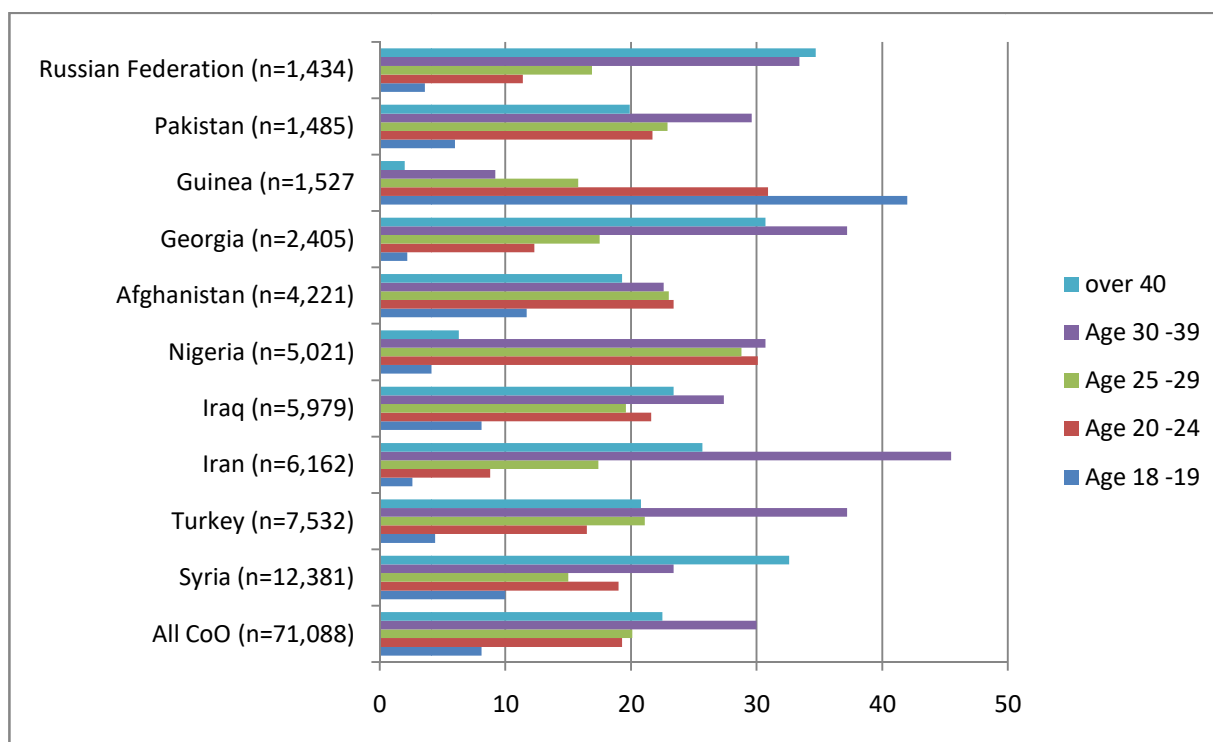
Figure 1: Gender perspective of first-time asylum applicants from all countries of origin and the ten main countries of origin in 2019 (in per cent). SBAMF official asylum statistics for 2019



Source: BAMF official asylum statistics for 2019

The age structure of the first-time asylum applicants of legal age was dominated by young people: According to the official asylum statistics, almost half (47.4%) were under 30 years of age (Figure 2). The share of persons aged 18 or 19 stood at 8.1%, while the age group between 20 and 24 represents a share of 19.3%. A similarly high share (20.1%) was aged between 25 and 29. The next-oldest age group between 30 and 39 made up a 30.0% share, while persons aged 40 and over accounted for only a good fifth, at 22.5%.

Figure 2: Age breakdown of first-time asylum applicants from all countries of origin and the ten main countries of origin in 2019 (in per cent)



Source: BAMF official asylum statistics for 2019

- 1.2 Roma population in Germany (number, age, gender balance, country of origin)

According to civil society estimates, between 70,000 and 150,000 (Council of Europe, 2012) members of the national minority of German Sinti and Roma and more than 100,000 Roma migrants live in Germany⁴.

The Roma population in Germany can be differentiated into at least three groups with different legal status:

- Firstly, there are a considerable number of Roma people who have lived for generations in Germany and have the normal legal status of Germans. In formal terms, they have the same rights as other German population groups⁵;
- Secondly, there are Roma people from other member states of the European Union who live temporarily or permanently in Germany. Many of them come from the new European member states in the south-east of Europe, especially from Romania and Bulgaria. The members of this group have the full rights of European citizens⁶;
- Thirdly, there is a group of Roma people who over the past decades immigrated as migrant labourers or as displaced persons from other countries outside of the EU, in legal terms the so-

⁴ See <https://www.bundesregierung.de/breg-de/bundesregierung/staatsministerin-fuer-kultur-und-medien/kultur/kunst-kulturfoerderung/foerderbereiche/unterstuetzung-minderheiten>.

⁵ Marx 2011; Bundesministerium des Innern 2010; UNICEF 2007)

⁶ (Marx 2011: p. 41)

called “third states”. Within the last 15 years, many Roma have come as refugees from Kosovo or other regions of the former Republic of Yugoslavia.

As a national minority in Germany, German Sinti and Roma enjoy protection under the Council of Europe Framework Convention for the Protection of National Minorities. The Romany language is officially recognized as a minority language in line within Germany’s commitments under the European Charter for Regional or Minority Languages.

The situation and the identity of the Roma population in Germany today cannot be understood without knowledge of the historical background of the Roma and especially of the racist prosecution during National Socialism in the 1930s and 1940s in Germany. Since the 1970’s, the civil and human rights engagement of Roma in the Federal Republic of Germany has increasingly taken place against a background of generational change and the transformation of the political culture. Prejudices and discrimination against Roma still exist today in Germany. Roma representatives have repeatedly reported about negative experiences made by members of the Roma communities.

2. Key findings and barriers regarding Roma and Migrants education and training that raise their integration

2.1 Current situation: living conditions, employment as well as in education and training opportunities

The general housing situation in Germany is very difficult. Estimations are that Germany in 2023 was lacking more than 700,000 apartments⁷. According to the Heinrich Boeckler Foundation, the lack of low-cost flats is even higher⁸. In addition migrants including Roma face discrimination on the regular job market or scepticism when the rent is paid by the Social Welfare Office.

No accurate statistics or studies on the housing situation of migrants and Roma are available. Some detailed figures are available for the Federal State of Bavaria: In 2022, 20.2% of persons living in collective accommodation centres in March 2022 were considered to be ‘false occupants’ (*Fehlbeleger*), which is the bureaucratic term for persons who are allowed to leave the centres, but have not found an apartment yet. Many local organisations and initiatives try to support refugees in finding apartments. One initiative operating for the whole of Germany, ‘Living Together Welcome’ (*Zusammenleben willkommen*, formerly ‘*Refugees Welcome/Flüchtlinge willkommen*’) runs an online platform providing assistance for people who want to share a flat with migrants. If there groups cannot provide for the costs, the rent for a room or an apartment is covered by the local social welfare office or the local job centre, but – as is the case for all beneficiaries of social aid in general according to national social law – only up to an ‘adequate’ level. What is considered ‘adequate’ depends on the local housing market, so beneficiaries of protection have to inquire with the local authorities to what amount rent will be reimbursed.

⁷ ZDF, Studie: 2023 fehlen 700.000 Wohnungen, 12 January 2023, available in German at: <http://bit.ly/3RnNFVG>.

⁸ Infomigrants, Germany: Finding housing as a refugee – an obstacle course (2/3), 19 September 2022, available at: <https://bit.ly/3Rq1kve>.

In regard to the education and training opportunities of the Roma in Germany, according to the RomnoKher Studie 2021⁹ based on 614 interviews with Sinti and Roma people across Germany, it shows that these groups are still at a disadvantage in the country's education system. According to the survey, a third of respondents left secondary school without receiving a leaving certificate, and another 30% have a degree from a *Hauptschule*, the lowest track in the German education system. For the younger generation (respondents from 18-25), there are some positive trends, with only 15% leaving without a degree and 17% attaining an Abitur, the leaving certificate necessary to go to university. However, there is still a wide discrepancy between Sinti and Roma students compared to their German peers. The national average for those leaving school without a degree in this age group is 7%, and 40% completed an Abitur, although this latter statistic varies significantly from one state to another. In addition to inequitable outcomes, Sinti and Roma students frequently face discrimination in school. A majority across all age groups (an average of 62%) said they were bullied for their ethnic background, and over 50% said they experienced violence.

62 % of the migrants attained at least 9 years of general and vocational education (population born in Germany: 97%) and 40% attained at least 12 years of general and vocational education (population born in Germany: 49%). Overall, 77 % of the migrants in Germany aspired to attend an educational institution in 2018 (men: 80%, women: 67%). While participation in education and training was comparably low in the first years since arrival, we observe a gradual increase in educational activities since then. By the second half of 2018, 23 % of adult migrants had attended a general education school, vocational educational institution, college or university or participated in a vocational training measure; Compared to the previous year, the share of refugees in education increased by 5 percentage points. More detailed analysis implied that among the migrants who were in education in the second half of 2018, the majority had started vocational training (9%), 4 percent attended schools or participated in further education, and 2 percent attended a university or college .

The labour-market integration of the migrants takes longer on average than that of other migrants. This is not surprising, given that they often have much larger legal and other institutional hurdles to overcome. In addition, they are usually worse prepared for immigration to Germany. In previous years, about 50 percent of the refugees were in work five years after arrival¹⁰; ten years after arriving, their employment rate was about 60 %. The average earnings of refugees after ten years of employment in Germany reach around 80 % of the average earnings of the German population.

The general situation regarding third country nationals on the German labour market¹¹ it is outlined below on the basis of statistics from the Federal Employment Agency (Federal Employment Agency 2020).

Table 3: Third country nationals with employment subject to social security contributions in Germany (30.09.2019), by nationality

⁹ <https://www.sinti-roma.com/wp-content/uploads/2021/12/RomnoKher-Studie-2021-Zusammenfassung.pdf>

¹⁰ What do we know about the employment of refugees in Germany? Answers to some frequently asked questions. Herbert Brücker, Yuliya Kosyakova, <https://www.iab-forum.de/en/what-do-we-know-about-the-employment-of-refugees-in-germany-answers-to-some-frequently-asked-questions/?pdf=16790>

¹¹ Reports on Migration and Integration – Series 1 Migration Monitoring: Educational and Labour Migration to Germany Annual Report 2019 Johannes Graf, page 39.

Nationality	Employees subject to social security contributions		Difference to same month of the previous year	
	number	Share	Absolute	Percentage
Total third country nationals ¹²	1,987,406	100.0%	177,567	9.8%
Main asylum countries ¹³	356,735	17.9%	70,499	24.6%
Western Balkan ¹⁴	351,586	17.7%	37,671	12.0%
Top 10 nationalities				
Turkey	543,521	27.3%	1,560	0.3%
Syria	129,491	6.5%	30,920	31.4%
Bosnia and Herzegovina	92,697	4.7%	8,911	10.6%
Russian Federation	87,733	4.4%	5,101	6.2%
Serbia	85,420	4.3%	6,049	7.6%
Kosovo	82,145	4.1%	9,202	12.6%
Afghanistan	64,808	3.3%	11,697	22.0%
India	59,797	3.0%	11,763	24.5%
Ukraine	48,373	2.4%	3,576	8.0%
Iraq	45,100	2.3%	7,338	19.4%
Other third country nationals	748,321	37.7%	81,450	12.2%

Source: Federal Employment Agency

Sinti and Roma face discrimination at the labour market. This phenomenon has stronger features when they are disadvantaged. Low levels of German proficiency, accent, foreign name, and religion are currently factors in the discrimination of migrants in the labour markets, which also affects Romani migrants. Often, employers do not employ them, when they notice that they are Roma. Interview partners have stated that German Sinti

¹² Foreign nationalities without countries of the EU, Iceland, Liechtenstein, Norway and Switzerland.

¹³ Afghanistan, Eritrea, Iraq, Iran, Nigeria, Pakistan, Somalia and Syria

¹⁴ Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Montenegro and Serbia

and Roma also face discrimination in the labour markets when offering their services as self-employed people.

2.2 Drop-out of Roma and Migrants learners (rate, reasons)

In the years 2010 to 2018, the drop-out rate of training contracts nationwide has risen from 23% in 2010 to 26.5% in 2018. The drop-out rate for German trainees rose from 27.6% in 2010 to 29.5% in 2018. The drop-out rate for foreign trainees rose from 35.6% in 2010 to 48.2% in 2018. In the University the basic comparison between drop-outs and graduates shows that the proportion of migrants drop out of higher education is higher than among graduates (22% versus 17%). Depending on the situation, there are clear differences between dropouts and graduates. While 37% of migrant leavers are in the second generation, the corresponding proportion among graduates is 27%. On the other hand, graduates are significantly more likely to immigrate themselves and thus come from the first generation (38% vs. 30%).

Youth at risk develop skills more slowly and thus tend to need more instruction time, which may create higher costs for employers¹⁵. The risk of taking a migrant apprentice is higher than a native apprentice, as migrant students are more likely to dropout. These students may struggle with lack of language and other skills, adjusting to both school and workplace environments that are still new to them, and dealing with a variety of other socio-cultural issues. Several reasons may explain this higher dropout rates among migrants such as:

- Low completion rates among migrants are largely due to lack of academic proficiency or relevant skills;
- Difficulty in securing training placements. The majority of young people who enrol on such programmes do not have a training contract beforehand and they face the difficulty in securing a training place during the school-based part of their programmes.
- Discrepancy between workplace and school is exacerbated among newly arrived migrants.
- Longer length of residence may not necessarily reduce the chance of dropping out, without appropriate interventions.

There are also other challenges to overcome: health, housing, security, mobility and family care.

2.2 Most frequent Adult qualifications and courses acquired

According to the Federal Employment Agency, one in ten employees in Germany in 2017 was a foreigner: 3.6 million of the 32.7 million jobs were carried out by people who have a different citizenship.

¹⁵ OECD (2018), Seven Questions about Apprenticeships: Answers from International Experience, OECD Reviews of Vocational Education and Training, OECD Publishing, <https://doi.org/10.1787/9789264306486-en>.

There are differences between people with and without a migrant background in that migrants are more likely to be workers (40.8% compared to 23.1% of non-migration workers); to a lesser extent as employees or civil servants (47.5% instead of 58.8% and 1.3% instead of 6.3%).

Overview of the population:

Without migrant Background		With migrant background
51,7	employed	44,9
1,8	Unemployed	3,4
64,3	hired	55,3
15,7	workers	30,1
10,3	self employed	9
5,9	officers	1,1
3,4	trainee	4,2

Most common occupations (mentioned in the recognition process in 2012-2018):

- Iraq: doctor, nurse, dentist, pharmacist, office clerk
- Syria: (dental) doctor, pharmacist, office clerk
- Afghanistan: doctor, draftsman, office clerk

3. Adult system and programmes in Germany

3.1 Characteristics of the Adult system and context (length, professions, subjects, qualifications)

The approximately 900 adult education centres in Germany offer around 700,000 events a year, mainly courses, but also lectures, study trips and excursions. With around nine million participants, adult education centres are by far the largest provider of general adult education in Germany.



Number of Adult Education Centres in Germany

Characteristics of adult education centres

Adult education centres are supported by local self-government and democratically legitimised. In addition to this public educational mandate, they also support their local municipalities by providing cross-institutional advice on continuing education and by implementing labour market and social policy measures.

Around 900 adult education centres with almost 3,000 branch offices form a nationwide unique network of local continuing education and cultural institutions. In rural regions, the adult education centres are often the only training providers available.

- Adult education centres and legal entities 2017 (as a percentage)
- Municipality
- District
- Special-purpose vehicle
- GmbH or other private institution
- Volkshochschule in the city-state
- Registered association

Lifelong learning for all

The adult education centres organise and support the process of lifelong learning with their offers. They stand for the right to education, for equal opportunities and a comprehensive understanding of education.

Adult education centres are open to all people regardless of age, gender or origin, social status or educational level, religion or worldview. They are open to people with and without disabilities. They invite people with different and conflicting views to engage in dialogue.

Learning locations in the city district and barrier-free spaces make the offerings of adult education centres easily accessible for their target groups. The adult education centres also fulfil their public mandate by setting social prices. They work economically, but not profit-based. The attendance figures impressively prove the success of this concept.

Financing structure of adult education centres

Adult education centres must earn more than one third of their financial resources from enrolment fees (and this is on the rise). With stagnating or even falling public subsidies, economic pressure is growing on adult education centres, which are increasingly having to gear their programme design and address of participants according to economic aspects.

1. Public subsidies
2. Enrolment fees
3. Other revenue

Programme areas

The public mission of adult education centres is to provide all citizens with a wide range of educational opportunities. It is geared to the individual interests and needs of the participants and to the needs of society. The programme is correspondingly multi-faceted.

The diversity of content is reflected in seven key programme areas:

1. Languages and German as a second language
2. Health courses
3. Culture and creativity
4. Politics, society and the environment
5. Work and career
6. Basic education
7. School-leaving qualifications

3.2 Continuing professional development system of Adult trainers, educators

The professional further training of tutors in the field of continuing education takes place within the scope of the responsibility of the Länder for continuing education. The relevant statutory provisions include laws and regulations for teacher training, *Studienordnungen* (study regulations) for teacher training courses, *Prüfungsordnungen* (examination regulations) for the *Erste Staatsprüfung* (First State Examination) or for Bachelor's and Master's examinations, *Ausbildungsordnungen* (training regulations) for the *Vorbereitungsdienst* (preparatory service) and examination regulations for the Second State Examination.

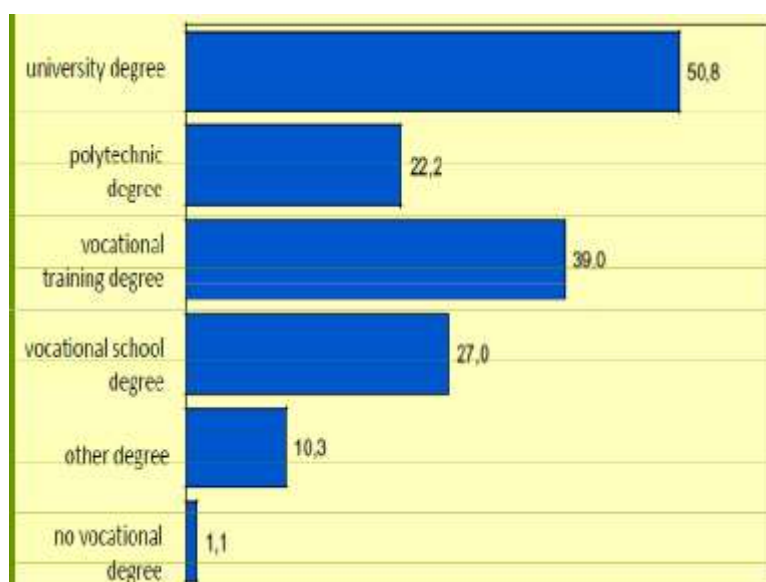
In addition, the Federal Ministry of Education and Research (Bundesministerium für Bildung und Forschung - BMBF) promotes various projects for the improvement of academic and pedagogical competence of staff in the field of continuing education.

Qualification requirements are diverse

- The access to the field as a whole is not regulated by law
- Employers define their own qualification requirement

Trainers in Adult Education (AE) Institutions are highly qualified but not necessarily in the field of pedagogy:

- 40% of AE teachers hold a pedagogical qualification
- 35% have no pedagogical qualification whatsoever
- 20% have undergone some continuing training in pedagogy (20 %)



Qualifying as an Adult Educator

There is a notable German tradition of university studies in adult education

- University prepare for full time positions in AE, with management and leadership duties
- since the 1970s: four-year study programmes leading to a degree with Qualifying as an Adult Educator
- currently: 9 Bachelor Programms with a focus AE, plus several Master-Programmes

...but continuing professional development becomes increasingly important

- Most staff in AE have found their way into the field as career changers
- Many teachers lack a specific background in adult pedagogy
- Specific trainings are organized for teaching staff. Community centres (VHS) have established own standardized training modules
- 21 % of all AE teachers have undergone an employer organized training

The “market” for AE staff continuing training is growing and confusing

- Training offers on the market are not subject to any given quality standards
- A complete overview is lacking, a comparison is hardly possible
- An attempt to create more transparency is the database QUALIDAT on training offers for AE staff

A wide variety of job titles is used, such as: lecturer – teacher – trainer –

coach – counsellor – moderator – facilitator – and many more ...

Job profiles are on the move

4. Policies targeting Roma and Migrants in Germany

4.1 National and European Policies

According to the federal structure of the German state, the political responsibility for the integration of Roma is split up between the Departments of the Interior at national as well as state level. Because most of the programmes to promote the situation of the Roma population are the responsibility of the states and the local authorities, it is almost impossible to get a clear picture of the volume, content and effects of these programmes.

The overarching objective of Germany’s national integration policy is for all people living here legally to be able to realise their own potential and bring it to bear in society regardless of whether they were born here or not. That objective applies in equal measure to all Sinti and Roma living in Germany.

Integration activities are meant to all legal migrants in Germany, regardless of national, ethnic or religious affiliation. They cover the following three areas:

- language teaching,
- integration in training, work and (tertiary) education, and

- social integration.

The Federal Government implemented the EU Framework up to 2020 by launching sets of measures as part of a broad-based policy strategy on integration which is open to all migrants. Besides integration and inclusion, equality and participation also have a key role to play under the new EU Framework Strategy, in particular tackling antigypsyism and discrimination. The Federal Government regards civic education as essential when it comes to preventing and fighting antigypsyism. The Federal Agency for Civic Education has various (online) publications, handouts and webpages on dealing critically with antigypsyism. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (Bundesministerium für Familien, Senioren, Frauen und Jugend, BMFSFJ) the first time provided funds to an Antigypsyism Centre of Excellence focusing on

- awareness-raising among the general population as regards antigypsyist stereotypes and prejudice,
- supporting Sinti and Roma social participation,
- supporting empowerment structures, and
- historical-political education in relation to the persecution and murder of Sinti and Roma during the Nazi era

To foster the inclusion of migrants, German governments have so far set up 2 integration plans.

The [National Integration Plan of 2007](#) focused on education, training, employment, and cultural integration, while the [National Action Plan on Integration of 2012](#) created instruments to render the results of the integration policy measurable. It included general objectives, timeframes, as well as indicators to verify the attainment of the set goals:

- optimising individual support provided to young migrants
- improving the recognition of foreign degrees
- increasing the share of migrants in the civil service of federal and state governments
- providing health care and care to migrants.

The [Integration Act of 2016](#) is Germany's first [integration legislation](#) at the federal level. It aims at facilitating the integration of refugees and is therefore accompanied by the Ordinance on the Integration Course which details the implementation of the integration system based on a "support and demand" (*Fördern und Fordern*) approach. In addition, the [Recognition Act](#) which regulates the fast recognition of qualifications and skills of Third Country Nationals entered into force on 1 April 2012.

Immigrants are obligated to acquire a certain level of knowledge of German language and orientation course. The course system is open for migrants of all kinds, first and second

generation, those who use the free movement rights within the European Union as well as for those who have a formally acknowledged status of asylum or as a refugee.

Moreover, at the end of 2016, the Federal Employment Agency also set up so-called "introductory courses" to teach basic German language skills, which serve as a preparatory course prior to the integration course provided by the Federal Office for Migration and Refugees. The Federal Office for Migration and Refugees alphabetisation course comprises 1,200 hours of written language acquisition and German lessons. It follows the curriculum of a nationwide alphabetisation course. The objective of the course is level A2 CEFR. In case the aim of integration is access to work or vocational training, this level would be too low: day-to-day communication in training and in the workplace already requires higher 3 Common European Reference Framework for Languages, starting with A1/A2, followed by B1/B2, and finally C1/C2. Level B1 is also a prerequisite for a prospective settlement permit or an aspired naturalisation.

Furthermore, all integration course participants are obliged to participate in a so-called orientation course of 100 hours, which terminates with the test "Living in Germany". This test assesses basic knowledge about the German political system and topics like religious diversity or equal rights for men and women.

5. NEEDS and GAPS

5.1 Gaps and mismatches of the Adult institutions and the sector

Adult education is a large educational sector in Germany¹⁶, but it faces staff shortages, an ageing workforce, low incomes and low job security. In-company continuing education remains the largest segment of adult education in Germany. Adult educators are on average highly qualified with about three quarters holding an academic degree and a high proportion of women educators 63%. About one quarter of the staff in adult education and training has a migrant background, the highest percentage of all education sectors. However, ageing is straining the workforce. Low incomes and low job security for large parts of the staff often combined with (self-) employment result in precarious working conditions. The shortage of training staff is especially visible in language and integration courses for migrants.

Despite comfortably achieving the EU targets on continuing education, participation in adult learning remains rather stable and unequal. Adults with low educational achievement, migrants, unemployed people and adults with low basic skills have a significantly lower participation rate than average. Unequal participation related to former formal education achievement remains a major challenge for the adult education system in Germany. Educational opportunities remain strongly linked to socio-economic background and inequality in education may continue to increase.

Two major policy frameworks seek to address the challenges in adult education. The National Skills Strategy (Nationale *Weiterbildungsstrategie*) and the National Decade for Literacy and Basic Education

(*Nationale Dekade für Alphabetisierung und Grundbildung*) focus on addressing the challenges, particularly the issue of inequality in adult education. They bring together action by the Federal and the Laender governments, institutions and associations, trade unions, churches and civil society organisations. Under

¹⁶ About 270 000 people, including teachers and trainers in 2018.

the National Decade initiative, adult education is seen as a tool to provide wider benefits of learning and therefore it should also pursue the objective of social inclusion. The National Skills Strategy is a more general framework, while the National Decade explicitly addresses the needs of low-skilled adults.

5.2 Skill gaps and mismatches of Adult trainers and the sector

Berlin recognises the importance of skills and a functioning adult learning system to support skills development and the local labour market. In 2021, Berlin's first Adult Education Act came into force.

Addressing the barriers to accessing adult learning, supported by a long-term comprehensive skills and adult learning strategy, is within the scope of public action in Berlin. To future-proof the adult learning system, Berlin could build on the following policy recommendations laid out:

Develop a long-term strategy for adult learning in Berlin

- **Develop a new master plan for skills development and adult education:** The rapid labour market transformation requires a comprehensive strategy with a clear vision and objectives for the future of Berlin's labour market and economy. Creating a new advisory board that includes workers, social partners and employers could help inform and steer the strategic direction of skills development policies and ensure that it aligns with local skills needs.
- **Encourage a culture of life-long learning:** Creating stronger links between general adult learning and work-related continuing education and training could help enhance learners' willingness to stay involved in Berlin's adult learning system. Capitalising on Berlin's general adult education provision could support transversal skills that matter for a work-related context and foster "learning to learn".
- **Provide adult learning to all individuals and tailor it to the needs of vulnerable groups**
- **Ensure learning and retraining opportunities reach workers most at risk of labour market transformation:** This could include an expansion of short, modular courses and online training as a complement to traditional learning modules. Introducing education and training instruments that target own-account workers and account for their greater need for flexibility could enhance access to training and participation.
- **Expand learning opportunities for both basic as well as digital skills:** Opportunities could include embedding digital skills training in adult learning programmes and expanding the Berlin *Alphabetisierungskampagne* ("literacy campaign") and the work of the *Grundbildungszentrum Berlin* ("Berlin Centre for Basic Education"). Furthermore, Berlin could scale up social economy programmes that offer targeted support for youth who leave school early or lack basic skills.
- **Adapt the adult learning offer for migrants to their specific needs:** A closer integration of education, labour market and career guidance services into Berlin's *Volkshochschulen* ("Adult Education Centres") could turn them into "one-stop-shops" for the economic and societal integration of migrants. Berlin could also scale up learning and training offers to migrants in areas that do not require German language proficiency, such as the IT sector.

Encourage employer involvement in adult learning and training

- **Foster demand-led training and labour market information:** Increasing employer representation in the planning of skills policies could create a better alignment with labour market needs. Setting up regular surveys of enterprises in Berlin to collect comprehensive data on skills challenges in recruitment and with the existing workforce could help inform the design of effective training programmes.
- **Strengthen workplace training and tailor support to the needs of SMEs:** Berlin could aim to establish peer-learning platforms that spread good workplace practices and share resources for training among both small and large firms. Additionally, Berlin could raise awareness of the value of training and learning among SMEs, by employing dedicated project account managers that contact SMEs proactively, help them develop a joint skills needs assessment, and identify suitable training programmes

6. Brief summary of the key findings reached through the online survey with Roma and Migrants

The online survey was conducted using an online questionnaire within the Roma and Migrant communities in Wuppertal and across Germany in the period Octer 2023 till January 2024. A total of seven (6) Roma and Migrants participants were involved.

6.1 Demographic characteristics of the participants:

- 3 participants declared them self a Roma origin and other 3 were with Migrants background: Syria and Afghanistan
- 4 out of 6 were male, and 2 were females
- 5 out of 6 participants belonged to the age group 25- 39 and one participant belonged to the age group 18-22.
- All six (6) participants have attended or completed a high school
- All participants (6/6) were employed in fields such transport, cleaning, production
- All 6 participants are employed and the job titles of the participants were: salesperson, general worker in the production, cleaner
- 4 out of 6 participants are employed between 1 and 5 years and 2 participants are between 5 and 10 years employed.
- 2 out of 5 have been living in Germany since birth, and the rest 4 participants are more than 10 years in Germany

6.2 Key findings of the online survey with Roma and Migrants citizens

4 out of 6 participants declared that they are familiar with the term “Adult education” before the survey and the same participants have already participated in adult education programs. 3 out of 4 selected that they have been involved in Adult education for upskilling and reskilling (type of educational program or initiative designed to help adults acquire new skills or improve existing ones to enhance their employability, adapt to changing job market demands, and advance in their careers) and one participant selected Skills and competencies (reading, writing, numeracy skills, digital literacy, communication skills, critical thinking and problem-solving skills, foreign language proficiency, job-relating skills etc.). Schools, educational institutions, internet and social media were pointed out as sources where they first learnt for the adult education.

The adult programs that were mentioned are:

- Women's project aimed at women with a migration background who are struggling to integrate (in a professional capacity). The reasons for this can be their cultural or religious background, a lack of language skills, or a lack of knowledge about the opportunities, possibilities and structures in German society.
- Housekeeping Competence. The qualification measure is aimed at people who are aiming to obtain a professional qualification as a housekeeper through the external examination before the Chamber of Agriculture. Course duration 12 months full-time 1776 teaching units
- Workshops to strengthen socio-cultural skills and restore self-esteem
- Language course The aim of the language course is to acquire German language skills at language level B1 according to the Common European Framework of Reference for Languages (CEFR). At this first level of independent language use according to the CEFR, most everyday situations can be mastered.

Moreover, all 4 respondents who took part in the adult education programs expressed high satisfaction from the entire course / program and high satisfaction of the educators/trainers in terms of knowledge, skills and methods they used. In terms of the relevance to enrol in an adult education programme, 5 out of 6 choose: if can lead me to a better job and higher salary (recognition and certification) and one respond it is a language support. Lack of time, lack of motivation, limited access to information, lack of programs that will increase their competitiveness in the labour market were mentioned as specific factors that hindered the access to adult education programs. Respondents were divided in terms of if there are adequate opportunities for adult education in their community in terms of programmes that are offered. 3 said that there are some adequate opportunities and 3 don't know. It was stated that there are some offers but don't suit their interest and the most wanted topic they would attend an adult education program is Active citizenship. Participants pointed out that language preparation and programs to be tailored to their needs are the changes or improvements they recommend to make the adult education more accessible and inclusive.

As main reasons according the respondents that keep their communities apart from the adult education are:

- Lack of information (such information such be available in more languages and on social media)
- Lack of support (usually such communities do not fluently speak and understand the language, so language support is essential)
- Lack of time (most of the people working and barely have enough time for additional education)
- Lack of motivation (tailored program to the needs of these communities will lead to increased attendance and enrolment)

7. Brief summary of the key findings reached through the online survey with Professionals

- 7.1 Demographic-professional characteristics of the participants

- 6 participants are educators who are working with Roma and/pr Migrants and 2 participants are stuffs who are working with Roma and/or Migrants
- 3 participants are with secondary education and 5 with University degrees
- 2 are self employed and 4 employed
- All 8 participants are between 25 and 39 years
- 3 are males and 4 are females, 1 did want to answer
- 6 participants are Roma from Balkan countries living in Germany and 2 are from Syria
- 3 participants have trained Roma and/or Migrants in the area of General education training, 2 participants were engaged in skills training and 3 participants in the area of democratic and inclusion support
- 6 participants are between 3 and 5 years engaged in training with Roma and/or Migrants and 2 participants are more than 7 years.

- 7.2 Key findings of the online survey with professionals working with Roma and/or Migrants

All 8 participants are aware of existing of adult educational program either for Roma or Migrants. Furthermore it came out that all participants agreed that there is a need for adult education programmes for the Roma and/or Migrant. 5 out of 8 think that adult education programme outcomes for this target group are very valuable in the sense of integration and 2 of them to certain extend. As a relevant topic for Roma and Migrants integration were chosen the following aspects:

- a) Intercultural learning
- b) integration into the labour market
- c) digital literacy
- d) reproductive health and relationships
- e) protection against discrimination
- f) active citizenship
- g) financial literacy
- h) language courses

It is notable that all participants are to certain extend trained to support Roma and Migrants inclusion which shed light on a need for further capacity building. The existing educational resources valuable for trainers /educators work working with Roma and/or Migrants are accurate to certain extend. 3 out of 8 have used digital tools and methods in conducting training and educational work targeting Roma and Migrants. There were mentioned: kahoot for online survey, menti for brainstorming or asking for a feedback and online educational games for learning a language. All participants noted that there is a language barrier in conducting educational work with these target groups. 5 out of 8 mentioned that they provided information about the social, cultural and diversity services available to Roma and/or Migrant persons. As a training organisations that aim at reintegrating the Roma and/or Migrant persons and enhancing their integration were mentioned: BAMF, Diakonie, Caritas, Integration Zentrum. It is evident that all participants rated the participation of the Roma and Migrants into the adult educational programs as poor, which highlights that all participants also answered that sometimes they carry out awareness-raising activities for Roma and/or migrants in adult education. As main barrier to Roma and/or Migrants' participation in adult education were mentioned:

- Language Barriers: Many migrants and Roma individuals face challenges due to language differences.
- Economic barriers
- Time constrain
- Lack of Awareness and Information:

8. Brief summary of the key findings reached through the organised focus group / interviews with Roma and Migrants adults

The meeting/interview with the Roma adults in the context of the focus group, was conducted through face-to-face meetings with a prerequisite that have took part in some adult educational program and who were interested to participate. The following findings came emerged from the discussion:

- ✓ All participants have previously participated in education and training programs to
- ✓ enhance social and economic inclusion in their communities.
- ✓ The challenges in the trainings attended are summarised below:
 - • The lack of adult educational programs for the social and economic inclusion of Roma and Migrants
 - • The adaptation of educational material to the needs of Roma and Migrants
 - • Low interest by the adult Roma and Migrants to take part in Adult education programs, which is also aligned with poor outreach of the target groups
 - • Lack of information that reaches these communities, including brochures and materials on their languages
- ✓ As motivation for taking part in formal or informal adult educationl programs were mentioned:
 - Language Support: For many job offers minimum requirement is B1 knowledge of the German language.

- Daily care for the children: Having opportunity the little children to be taken in the daily care centres allows for many Roma and Migrants women to take part in adult education program for up skilling or rescaling. In this way they can get better job.
- Financial Assistance: Most of the programs are financed by the state and this is important as many Roma and Migrants in the beginning being moved to Germany
- Obtaining a German qualifications and education: Many qualifications obtained in their home countries are not recognised in Germany. Providing qualifications that are recognized by employers or educational institutions is one of the motivation
- Social and economic inclusion: Being a part of the society and providing for their own families

✓ According to the participants adult educational program would be more attractive for Roma and Migrants, when:

- Offer training in skills that are in demand in the local job market. Tailor programs to provide practical, job-oriented skills that can directly improve employability
- Positive atmosphere where diverse cultural backgrounds are valued and respected
- Language assistance: Although many Roma and Migrants finish certain level of German language, during the programs is essential to have a language assistance as they can easier learn the material.
- Offer daily care for women with children
- **Support Inclusion Services:** Offer support services to address personal, financial, or social issues that may impact participation
- Collaborate with local communities and leaders to reach potential participants and facilitate enrolment.

✓ All participants stated that officially there is no discrimination, Roma and Migrants have equal opportunities as others, but practically in a daily live there are elements that speed down their inclusion

• In the field of housing, with the refusal of houses or apartments

• **In the workplace or place in the dual educational program (Ausbildung) by refusing to employ or get** Roma or Migrants students although they meet the criteria for employment or studding

• Public intolerance and hate speech

✓ All participants underlined that the majority of Roma and Migrants although those who are living longer in Germany, most of them do not feel as part of the EU

- They are not aware of their rights as EU citizens,
- They do not perceive themselves as part of European culture and cannot understand the importance of European culture
- They are not aware of European values

9. Brief summary of the key findings reached through the focus group /interview s with educators, professionals, and volunteers working with adult Roma and/or Migrant adults.

The key findings during the implementation of the focus group, provided us with important elements concerning the challenges of the Roma and Migrants in Adult education . The experts participated in this activity provided different aspects and approaches to the inclusion of the target groups in the Adult education.

Participants mentioned the following challenges Roma and Migrants face to participate in Adult education:

- High Dropout Rates
- Lack of Motivation
- Residency status
- Cultural diversity
- Language barrier
- High competitiveness and limited places for students

In terms of skills a professional faces when training, supporting or facilitating Roma and/or Migrants in Adult Education, it is important the intercultural competences and possessing a deep knowledge of the cultural backgrounds, traditions, and values of Roma and migrant learners. In opposite, it can lead to misunderstandings, miscommunication, and a lack of trust between educators and learners.. Professionals need to be aware of their own biases and stereotypes and work actively to create an inclusive and welcoming learning environment. On the other hand the ability to design and deliver engaging, relevant, and learner-centered curricula that resonate with the learners' goals and experiences. New digital and classical methods and learner-centered pedagogies can be particularly valuable.

Participants shared their experience that practically there are limited offers for capacity building and up skilling of the educators and trainers enabling them to be more efficient to deliver tailor made trainings to their needs of Roma and Migrants. Very limited resources and training materials are available for this manner. Furthermore, they shared their experience what methods and tools bring success in engaging Roma and Migrants learners:

- Methods that include cultural activities with educational content, using examples, materials, and contexts that reflect the cultural experiences of Roma or migrant learners
- Using images, videos, and other visual elements that can help bridge language barriers and make learning more accessible
- Role-playing games or simulations of real situation
- Using interactive digital platforms

9. Identification of Good Practices

Name of Best Practice:	Modellprojekt Roma
Country:	Germany
Short Description: (300 words max)	Model project is about the integration of young Sinti and Roma in Berlin Neukölln Integration in the new homeland - a real challenge if you don't understand the language and don't know how people live! In a unique cooperation project between the Kepler School and the Zuckmayer Oberschule (both Berlin Neukölln) and KUBUS gGmbH, young Sinti and Roma, mainly from Romania, Bosnia-Herzegovina, Macedonia and Poland, who had moved to Berlin in mid-2010, studied every Wednesday get to know the world of work in the wood, metal and textile workshops of KUBUS gGmbH. While on the other days of the week they go to school and learn German in small classes specially set up by the Berlin school administration, they have the opportunity of practical application in manual work in the workshops of KUBUS gGmbH. You get to know working life, to work together with others, to communicate and to orientate yourself for a future job.
Trends and Potential Benefits from this Best Practice (250 words max)	Using the information from the research it would be easier to create the practical activities of the training material under IO2. Moreover, the following benefits were: ● Acceptance and respect, either of their identity or of the institution that or the entity they represented, ● Understanding of the problems they face either from a position ● or in their everyday life
How this Best Practice could be used/ transferred (250 words max)	This comprehensive approach and localy authority's funded is in line with the integration and civic participation of Roma at local level, where a real inclusion is supposed to happen. The management team of the school is willing to share their experience cooperating with other schools. This a insight that this good practice might have multiply effect.
Website link:	https://kubus-berlin.de/archive/883
More Info:	NA

Name of Best Practice:	Learning German together
Country:	Germany
Short Description: (300 words max)	The In Touch program of the University of Wuppertal offers different possibilities of consultation and support. Migrants can benefit from the services, which include, amongst other things, German courses and career planning All German courses are conducted by the University's Language Learning Institute / Sprachlehrinstitut (SLI).
Trends and Potential Benefits from this Best Practice (250 words max)	ACTION Enhance Short-term Employability of Immigrants Ref. 2020-1-DE02-KA202-007390 25 Application setting: context and methodology Language Learning Institute (Sprachlehrinstitut) provides both, an understanding of German or other languages as well as an introduction to different cultural patterns in conversation. The Career Service advises on career planning, e.g. on how to write a successful application, and offers various workshops and courses on job-related topics. The program is currently being expanded to include digital formats.
How this Best Practice could be used/ transferred (250 words max)	The program assists with various offers the transition from study to work to get smoother. It can be also use in advance to find internships or part-time jobs during studies.
Website link:	
More Info:	The University of Wuppertal is implementing this initiative dedicated to migrants. It covers German language learning from level A1 to level C1

8. Conclusions and recommendations

The research reflects the challenges and on the same time the opportunities in the daily life of the Roma and Migrants. Although Germany's Adult educational system is seen as a large education sector this research brought on the surface some of its challenges: Low incomes and low job security for large parts of the staff; the shortage of training staff is especially visible in language and integration courses for migrants; modernising and developing new occupational profiles with a view to digitalisation; increasing the attractiveness of the Adult education ; Low rate of Roma and Migrants participation in AE; high drop out rate among the Roma and Migrants.

Firstly, evident is that Roma and migrants acquiring lower level school qualifications than their German origin counterparts and also have fewer chances than the latter of successfully progressing to obtaining a high paid job. A set of coordinated arrangements in a curricular combination of language teaching, general education and professional sequences are required. Addressing the barriers faced by Roma and Migrants to accessing adult learning, supported by a long-term comprehensive skills and adult learning strategy highlighting the adaption of the adult learning offer for Roma and migrants to their specific needs. A closer integration of education, labour market and career guidance services into (“Adult Education Centres”) could turn them into “one-stop-shops” for the economic and societal integration of Roma and migrants. It could also scale up learning and training offers to migrants in areas that do not require German language proficiency, such as the IT sector.

The focus group with the Roma and migrant learners brought many sporadic challenges they faced. As main reasons according the respondents that keep their communities apart from the adult education are:

- Lack of information (such information such be available in more languages and on social media)
- Lack of support (usually such communities do not fluently speak and understand the language, so language support is essential)
- Lack of time (most of the people working and barely have enough time for additional education)
- Lack of motivation (tailored program to the needs of these communities will lead to increased attendance and enrolment)

Secondly, adult educators working in this context are faced with challenges such as having to prepare or to adjust classes which are adequate to the levels of language knowledge of the Roma and migrants, was marked in the interviewers` inputs. Consequently the focus of trainings on promoting adult skills for Roma and migrants must be partly shifted in favour of language-teaching and social and occupational integration. The role model of the teachers is predominant as they provide students with new, positive learning experiences by having a potential-oriented and empathic attitude as teachers. Therefore, the intercultural competences and possessing a deeper knowledge of the cultural backgrounds, traditions, and values of Roma and migrant learners. In opposite, it can lead to misunderstandings, miscommunication, and a lack of trust between educators and learners.. Professionals need to be aware of their own biases and stereotypes and work actively to create an inclusive and welcoming learning environment. On the other hand the ability to design and deliver engaging, relevant, and learner-centered curricula that resonate with the learners' goals and experiences.

Lastly, findings of this research also proves the need for action on the part of German policy makers and German society to reduce the educational challenges faced by Roma and migrants and to develop better support and integration measures. Mostly, Roma and migrants should be comprehensively informed of the German system of Adult education. To change this situation, universities which offer study programs directed towards students wishing to pursue a career as adult teachers are expected to implement reforms in their curricula and develop new courses in order to specifically prepare the students to work in inclusive settings in vocational education

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