



# **Global Compact for Safe, Orderly and Regular Migration**

## **Regional Review**

Contribution by the Federal Republic of Germany

## 1. Methodology

Germany continues to support the vision and principles of the Global Compact for Safe, Orderly and Regular Migration (GCM). This review is a contribution to realising our commitment to **continued multilateral dialogue** through a periodic and effective follow-up and review mechanism on the GCM.

Germany pursues partnerships in multilateral and regional organisations, bilaterally with other countries, and follows a whole-of-government and whole-of-society approach at home. The **preparation of this voluntary review** was undertaken as a collaborative effort involving various government actors, especially the Federal Chancellery (BKAm); the Federal Ministry of Justice and Consumer Protection (BMJV); the Federal Ministry of the Interior, Building and Community (BMI); the Federal Ministry of Labour and Social Affairs (BMAS); the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ); the Federal Ministry of Health (BMG); the Federal Ministry for Economic Affairs and Energy (BMWi), the Federal Ministry for Economic Cooperation and Development (BMZ); the Federal Government Commissioner for Migration, Refugees and Integration (IntB) and the Federal Foreign Office (AA), which also coordinated the process.

Dialogue sessions with stakeholders were held, including with civil society actors, local authorities, academia and parliament. Although this paper does not represent the views of all actors, inputs from various stakeholders are reflected.

Reflecting policy priorities, developments have been more substantive in areas covered by some GCM goals than in others. Hence, depth and scope of this contribution to the review varies. The consequences of the COVID-19 pandemic presented some challenges in the preparation of the report, such as limitations to in-person meetings. Virtual alternatives were used wherever possible.

## 2. Summary of German Policy

Germany values the GCM as a non-legally binding, cooperative framework that fosters international cooperation on migration. The Compact provides important examples for action and is vivid proof of the effectiveness of multilateralism.

**Enhancing pathways** for safe, orderly and regular migration and **mitigating root causes** of forced displacement and irregular migration is directly related to the **implementation of the 2030 Agenda and the Paris Agreement**. The Federal Government and the majority of the Federal States (*Länder*) have strategies for sustainable development; some are already aligned with the 2030 Agenda. Data for some SDG indicators is disaggregated by migration background.

Germany aims to contribute to reducing the incidence and negative impact of irregular migration, to creating safe and dignified life prospects for people in all countries and to continuously engage in supporting development patterns and measures which foster **human security**.

Priority policy areas for the Federal Government with regard to the GCM's objectives include:

- integration,
- access to the German labour market,
- preventing and countering of violent extremism / combatting violent extremism and
- tackling the causes of irregular migration.

The following legislative and constitutional decisions highlight this:

- In 2018, the Federal Government initiated a new **National Action Plan for Integration** – a process involving over 300 stakeholders, including more than 75 migrant organizations (see Objective 16).
- In 2019, the Federal Government appointed a committee of 25 migration and integration experts from academia and the field to the **Expert Commission on the Framework Conditions for Integration** (Fachkommission der Bundesregierung zu den Rahmenbedingungen der Integrationsfähigkeit) (see Objective 16).
- Also in 2019, the Federal Government convened the **Commission on the “Root Causes of Displacement” (Fachkommission “Fluchtursachen”)**, bringing together experts from academia and the field (see Objective 2). The Commission is dealing with causes of displacement and causes of irregular migration.
- In 2020, the **Skilled Workers Immigration Act** (Fachkräfteeinwanderungsgesetz) entered into force, expanding possibilities for qualified professionals to access the German labour market (see Objective 5).
- Also in 2020, a cabinet committee was set up to develop measures to more effectively combat right-wing extremism and **racism** (see Objective 17).

**COVID-19** has had a significant influence on migration, including immobilization of seasonal workers. This has posed challenges for a number of economic sectors, especially food and agriculture as well as for the livelihoods of migrant workers.

COVID-19 has also increased the demand for health workers globally. The pandemic has intensified the need for cooperation on migration.

Germany engages regularly in **bilateral migration dialogues** to foster cooperation in the policy areas of refugees and migration, including with Greece, Spain, Italy, Turkey and Egypt and also holds dialogues focusing on these areas with the Czech Republic. Furthermore, Germany is engaged in bilateral dialogues in the context of binational government commissions with Nigeria and Ethiopia.

Many actors are involved in the implementation of the GCM. Efforts have been – and continue to be – made to engage and inform relevant stakeholders during the review process.

### 3. Progress on GCM objectives - Overview

The following is an overview of the most important developments and highlights selected projects. The scope of activities by German stakeholders is far more extensive than this overview.

#### Objective 1 - Collect and utilize accurate and disaggregated data as a basis for evidence-based policies

**Integration monitoring** is an important instrument for the design of transparent integration policy. The Federal Government is currently collecting and analysing data with regard to integration; the report is expected to be published by the end of 2020. The aim is to map the heterogeneity of the population of migrant origin along the data, to clearly highlight successes and failures in the integration process and to derive indications of where integration measures need to be intensified in the future.

The Federal Statistical Office (**Destatis**) collects data relevant for migration-related policies, such as on the percentage of the population of migrant origin. Data for some other indicators (such as child care provision) is disaggregated by migration background (yes/no). An academic research centre has been established at the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge - BAMF) to enhance analysis, with a view to improved immigration management.

Germany financially supports **IOM's Global Migration Data Analysis Centre**, which aggregates decentralised data from various institutions into a

structured and user-friendly database for more evidence-based migration management.

Under Germany's Presidency of the Council of the EU, a dialogue on the **digital transformation of migration management** was launched in July 2020 with *Migration 4.0*. The event brought together migration and digitalization experts with stakeholders from EU member states and non-European partners.

In June 2020, the amended **Regulation on Community statistics on migration and international protection (REGULATION (EU) 2020/85)** came into force to further harmonize and improve the quality of European statistics on migration.

### Objective 2 - Minimize the adverse drivers and structural factors that compel people to leave their country of origin

Germany's approach to mitigate adverse drivers and structural factors of irregular migration is strongly interlinked with the EU'S approach e.g. stressing the Instrument of the EUTF in the framework of the Valletta Action Plan.

In July 2019, the Federal Government convened a **Commission on the Root Causes of Displacement** with experts from academia and the field. The commission elaborates recommendations on how to reduce the root causes of irregular migration and displacement, focusing on the difference that the Federal Government can make, along with the EU and other partners. The Commission is chaired by the President of the German Red Cross and the former President of Welthungerhilfe (one of the largest private aid organizations in Germany) and will present its report in early 2021. Experts are to address a broad spectrum of topics, including conflicts, human-rights violations, political persecution, resource scarcity, structural food insecurity, inequality and the consequences of climate change.

Climate change, including related significant drivers of migration and displacement, is another focus of the Federal Government. Germany is supporting the secretariat of the **Platform on Disaster Displacement** with a contribution of 3 million euro (2019-2021). The PDD draws on expertise from a wide range of actors to address challenges of population movement, including those linked to disasters and the adverse effects of climate change. As chair of the PDD (2016-2018), Germany focused on the development of regional regulations for protection in the context of disaster and displacement caused by climate change. Regional organisations have made

significant progress, in part by regularizing traditional practices of human mobility.

The Federal Government's programme **Human Mobility in the Context of Climate Change** supports measures such as research-based policy development. An example is cooperation with the Government of Fiji to develop solutions such as human-rights-based disaster displacement and relocation guidelines.

In Bangladesh, the **Urban Management of Internal Migration due to Climate Change** programme strives to provide sustainable and resilient livelihoods for climate migrants and other vulnerable urban poor. It offers income-generating opportunities, assistance to improve access to public services and finances, and aims to increase cities' capacity to accommodate migrants.

Germany also supports the IFRC **Disaster Law Programme**, which is aimed at improving legal provisions and disaster governance to protect vulnerable groups such as IDPs from and during disasters. Furthermore, Germany supports initiatives for countries to develop national **disaster risk reduction strategies** aligned with the Sendai Framework, such as the implementation of the "Words into Action" guidelines. This includes possible measures related to human mobility, displacement, evacuation and human rights-centred, planned and transparent relocation in the context of strengthening disaster risk reduction and management, resilience and preparedness.

Germany continues to improve the coherence and complementarity of its **humanitarian and development** efforts, including for migrants in vulnerable situations. For example, in Iraq and the Sudan, German humanitarian assistance and development cooperation has funded **nexus** projects that support IDPs, returnees and refugees.

### Objective 3 - Provide accurate and timely information at all stages of migration

Germany **provides information** to (potential) migrants about the pathways of regular migration, perspectives in home countries, risks of irregular migration, repatriation and support for voluntary return.

For example, Germany finances **advice centres**, offering information on requirements and opportunities of regular migration as well as the risks of irregular migration, in twelve partner countries at this time. Since June 2019, more than 7,500 persons have received such advice.

Information is also distributed through the *Rumours about Germany – Facts for migrants* website, which is available in Arabic, English, Farsi, French, Russian, Tigrinya and Urdu, as well as through social media, radio and TV campaigns.

Germany also **supports a number of international organisations**, NGOs, local media and diaspora initiatives' efforts to provide information and communication. Projects include individual support to potential migrants and people on the move, radio shows, workshops and social media communication. The website "**make-it-in-Germany.com**" provides information about legal migration of qualified workers. Information is available in German, English, French and Spanish and is also distributed via social media (Twitter, YouTube).

Within the context of the European Migration Network, Germany supports and currently co-chairs the European working group "Info WG" on communication.

#### Objective 4 - Ensure that all migrants have proof of legal identity and adequate documentation

In Germany, as a matter of principle, every registered foreign person receives a document outlining his/her personal data and proving that he/she has legal status in Germany.

National law prescribes that all children born in Germany must be issued with **birth certificates or a certified register printout** as a civil status certificate as soon as possible. If the registry office does not have suitable proof of information about the parents, in accordance with section 35 subsection (1) of the Ordinance on implementation of the Civil Status Act (Personenstandsverordnung – PStV), in conjunction with No. 21.4.7 of the General Administrative Regulation on implementation of the Civil Status Act (Allgemeine Verwaltungsvorschrift zum Personenstandsgesetz), the registry office must include in the birth entry an explanatory addendum on the lack of proof of the parents' identity and, consequently, the lack of proof of the child's name. In this case, the registry office may only issue a certified printout of the relevant birth register in lieu of a birth certificate until such time as a supplementary subsequent certification has been entered. The birth certificate and the certified extract from the register are legally equivalent. They serve as proof of birth registration and are needed, for example, to gain access to social welfare benefits, healthcare or education.

## Objective 5 - Enhance availability and flexibility of pathways for regular migration

Germany seeks to make better use of existing pathways and has further strengthened pathways for regular migration. In March 2020, the **Skilled Workers Immigration Act** (Fachkräfteeinwanderungsgesetz) entered into force, expanding possibilities for qualified professionals to access the German labour market. The regulations create new possibilities for skilled workers with vocational, non-academic training from non-EU countries to migrate to Germany for work.

In this context, the Central Advisory Service for the Recognition of Professional Qualifications (ZSBA) was established in February 2020. As a single point of contact for specialists abroad, it improves the transparency and efficiency of the process for recognition of foreign qualifications. The introduction of the new law is accompanied by the provision of information packages and communication measures at German missions abroad.

In addition, the Federal Government initiated the procedure to **extend access to the labour market** for up to 25,000 nationals (per year) of Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Montenegro and Serbia who are in possession of a work contract - irrespective of their qualification - for an additional three years (after 2020).

The **German Academic Exchange Agency** (DAAD) is the world's largest funding organisation for the international exchange of students and researchers. In 2019, the DAAD funded more than 145 000 German and international scholars worldwide. It also assists developing countries in establishing effective universities and advises decision makers on matters of cultural, education and development policy. Its budget is derived mainly from the federal funding for various ministries, primarily the German Federal Foreign Office, but also from the European Union. It maintains contact with and provides advice to its main partner countries on every continent via a network of regional offices and information centres.

The Alexander von Humboldt Foundation has awarded 989 grants in 2019 for academic mobility for post-doctoral and experienced researchers.

**German development cooperation** aims for labour migration and mobility to benefit countries of origin, host countries and migrants alike (a “**triple win**”). The Federal Government supports the development of migration policies and capacity building for institutions in partner countries. Examples of Germany's development-oriented engagement on regular migration include:

- The Federal Government and EU-financed programme **Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa**, which enhances conditions for regular migration in Morocco, Tunisia and Egypt. The programme assists efforts by policy makers to improve migration policies, strengthens the capacities of institutions and tests mobility schemes between North African countries and EU member states, while preventing brain drain.
- The Federal Government-financed **Skills Partnership for Mobility** strengthens standards for selected vocations, while piloting a mobility scheme for young Kosovars. Since 2016, around 150 people have benefitted from vocational training in 60 companies in Germany. Through this training, beneficiaries have better employment prospects in both countries and can contribute to “brain-gain” in Kosovo.

#### Objective 6 - Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work

For the **recruitment of skilled workers**, the Federal Employment Agency (BA) aligns measures with the needs of the German economy and of partner countries. In the health sector, for instance, Germany is guided by the WHO code of conduct for the international recruitment of **health professionals**. Recruitment and job placement from countries with a critical shortage of health workers may only be carried out if the health system of the country of origin is not damaged. No recruitments from countries with a critical shortage have taken place. Currently, a pilot project is under way to test the placement of trainees for elderly care from a listed country (El Salvador).

When migrants are employees, they are subject to labour and occupational safety and health laws. **German labour laws** and occupational safety and health laws do not differentiate between the origins of those employed.

The **Monitoring Unit for Undeclared Work (FKS)** added an additional 1,600 posts for minimum wage checks and will receive an additional 1,500 posts for general strengthening of the agency as well as 3,500 posts to implement the law against illegal employment and benefit fraud. Around 930 additional posts are planned for checks to enforce nationwide, generally binding collective agreements. The positions will be gradually added until 2029.

#### Objective 7 - Address and reduce vulnerabilities in migration

Germany continues to **campaign for human rights**, including those of migrants, around the world. Inviolable and inalienable human rights are

mentioned in Article 1 para. 2 of Germany's Basic Law "as the basis of every community, of peace and of justice in the world". The Basic Law thus contains an obligation for the Federal Government and other state institutions to work towards the realization of human rights. Germany is a party to all major UN human rights conventions and their supplementary protocols, and reports at regular intervals to the relevant committees on the implementation of its obligations under these agreements. Germany advocates for the human rights of migrants in international fora like the UN General Assembly and the Human Rights Council by supporting and co-sponsoring relevant resolutions.

The expansion of regular migration routes and the creation of alternatives to irregular migration can reduce the risk of adverse effects for **human rights of migrants**. Migrants and refugees are particularly at risk of not having access to health care, education or social security. With a view to the guiding principle "leave no one behind" of the 2030 Agenda, German development policy on migration and forced displacement provides specific support for vulnerable groups and assists partner countries in addressing medium- and long-term migration challenges.

In 2019 alone, the Federal Government allocated **around 4.5 billion euro to prevent conflict, tackle the root causes of displacement and assist displaced people as well as host communities** in crisis situations. A significant share goes towards crisis instruments such as Transitional Development Assistance and the Special Initiative "Tackling the root causes of displacement, reintegrating refugees". The purpose of Transitional Development Assistance is to help strengthen the resilience of people who are particularly hard hit and of local structures in a sustainable way so that they will be able to deal with existing crises themselves and reduce the risk of new crises. Transitional development assistance thus makes an important contribution to crisis prevention.

Germany and France launched the **Humanitarian Call for Action** in the UN Security Council to strengthen respect for international humanitarian law and safeguard humanitarian space; to ensure that principled humanitarian assistance can be delivered to those in need.

Germany provides **life-saving, principled humanitarian assistance** for vulnerable migrants in humanitarian emergencies. For example, in 2019, Germany provided funding to assist Venezuelan refugees and migrants in several Latin American countries. In addition, Germany strategically strengthens the capacity of the humanitarian system to provide swift emergency assistance.

In its humanitarian assistance, Germany takes particular account of **gender, age and disability aspects**. A gender-age-disability marker helps to hold partners accountable and ensure that the different needs and abilities of women, men, girls, boys, LGBTQI+, and people with and without disabilities are taken into account in the design and delivery of humanitarian assistance.

#### Objective 8 - Save lives and establish coordinated international efforts on missing migrants

Germany has been cooperating closely with **IOM** for over 60 years and is currently the second largest IOM donor. Germany partners with a wide number of countries on migration, including via IOM-implemented projects.

According to international law, the primary responsibility for the coordination of **maritime search and rescue** lies with the coastal state in whose search and rescue zone the assistance to the persons in distress is rendered. Germany supports Mediterranean riparian states and has since 2018 regularly taken over the responsibility for examining the applications of persons rescued at sea on a voluntary basis. Within the EU, Germany advocates for reform towards a solution based on a fair system for determining responsibility.

According to Article 3 (1) (b) of Regulation (EU) 2019/1896 (**Frontex Regulation**), European integrated border management also includes search and rescue operations for persons in distress at sea “in situations which may arise during border surveillance operations at sea”. Article 10 (1) (g) states that Frontex is to assist member states by coordinating and organising joint operations, taking into account that some situations may involve humanitarian emergencies and rescue at sea. German operational forces have participated in the past and are available to do so in the future.

The Federal Criminal Police Office (Bundeskriminalamt) and the Land Criminal Police Offices (Landeskriminalämter) use the common database **Vermi/Utot** to manage cases of missing persons, unknown persons and unknown dead persons. This database is also used for foreign nationals when there are links to Germany.

#### Objective 9 - Strengthen the transnational response to smuggling of migrants

European **integrated border management** (as defined in Regulation (EU) 2019/1896) encompasses different aspects of border control, including

measures to facilitate legitimate border crossings and, where appropriate, for the prevention and detection of cross-border crime at external borders, in particular migrant smuggling, trafficking in persons and terrorism. Implementation of the regulation is mandatory for all EU member states.

Under the umbrella of the European Common Security and Defence Policy, the EU is supporting partner countries in establishing integrated border management systems. For instance, the civilian European Union Border Assistance Mission (EUBAM) in **Libya** is advising Libyan authorities in developing **border management** and security at the country's land, sea and air borders.

The EU's Operation EUNAVFOR MED **IRINI** is mandated to contribute to the disruption of the business model of human smuggling and trafficking networks through information gathering and aerial patrols. Germany has been actively participating in the operation since the start.

Germany has signed (2000) and ratified (2006) the *Protocol against the Smuggling of Migrants by Land, Sea and Air*, supplementing the *United Nations Convention against Transnational Organized Crime*.

#### Objective 10 - Prevent, combat and eradicate trafficking in persons in the context of international migration

The coalition agreement of March 2018 establishing the newly formed Federal Government's political guidelines highlights the fight against trafficking in persons as an important goal. Substantive reforms have been initiated, such as of the **social compensation law**. From January 2024 onwards, all victims of human trafficking who suffered health damages – physical and/or psychological – can receive compensation. Access to emergency aid in a trauma outpatient clinic will be guaranteed nationwide from 2021.

On the federal level, the Government committed itself to making information on victim support and protection even more accessible and known to the public. The aim is to **raise awareness** for the support offered to victims of crime and to make those affected by a crime feel supported and have them fully informed about their rights. This will - amongst others - be achieved by launching a **victims' rights platform** at the end of September 2020. The platform that will also be available in English will contain a section dedicated to offers of assistance and contacts for victims of human trafficking.

A national Service Centre against **Labour Exploitation, Forced Labour and Human Trafficking** was set up, supported by the Federal Government. The aim is to implement the strategy on combating human trafficking for the purpose of labour exploitation, by a Federal State Working Group (hosted in the BMAS). The Service Centre conducts trainings, including for law enforcement authorities and counselling services, to raise awareness and improve practical skills. The Act to Combat Unlawful Employment and Benefit Fraud (Gesetz gegen illegale Beschäftigung und Sozialleistungsmissbrauch) of July 2019 gave the FKS powers to take action against exploitative working conditions and conduct investigations in the area of human trafficking in connection with employment, forced labour and labour exploitation.

At the initiative of the Federal Government and on the basis of a report by the German Institute for Human Rights, an interministerial consultation process was launched to create an independent **national reporting mechanism** on human trafficking. In 2020, the German Institute for Human Rights was contracted to draft a concept for national reporting mechanisms that address gender specific violence and human trafficking. The project aims to provide a detailed concept, which describes and contrasts both mandates (i.e. gender specific violence and human trafficking), identifies tasks and working formats, as well as content priorities. The process involves close and regular consultation with government bodies, the *Länder* and civil society actors. The concept, which will serve as a basis for further interministerial consultations, is to be finalised in 2021.

The Federal Government is working to improve and strengthen protection and assistance structures for children and young people at risk of being exploited or trafficked. The **EU project THB LIBERI** - among other goals - is aimed at creating institutional awareness for dealing with victims of human trafficking. The Federal Government also prioritises **combating the exploitation of children, minors and young adults** in the relevant bodies in the context of its Presidency of the Council of the European Union and the upcoming Presidency of the Committee of Ministers of the Council of Europe.

In 2016, the **penal provisions on criminal offences for the purpose of combating human trafficking** (sections 232 to 233a of the German Criminal Code) were redrafted and expanded; an evaluation of the impact of the revision is due to begin in the near future and findings are expected for late 2021.

The Federal Government continues to support the **German NGO Network and Coordination Office Against Trafficking in Human Beings (KOK)**,

which pools the expertise and know-how of the counselling centres for victims of human trafficking in Germany and channels them into political discussion at federal level, into legislation and into the public debate.

The *UN Convention against Transnational Organized Crime* and its supplementing *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* (Palermo Protocol) were ratified by Germany in 2006. Their definitions and standards for prevention and criminal prosecution of trafficking in persons, as well as for the protection and assistance for victims of trafficking are binding for Germany, including the linkages to migration and smuggling of migrants.

#### Objective 11 - Manage borders in an integrated, secure and coordinated manner

The implementation of integrated **border management** is mandatory for all EU member states under European law and regulated via the relevant European strategy. On this basis, Germany has a national strategy for integrated border management. At European level, the European Border and Coast Guard Agency (Frontex) supports, where necessary, integrated border management in the Member States with its own technical-operational strategy.

See also: Objective 9

#### Objective 12 - Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral

To **strengthen legal certainty and the ability to plan** administrative procedures, the **Skilled Workers Immigration Act** improved procedures, in particular through acceleration and centralization of visa applications for training and gainful employment, as well as for professional recognition.

The **Working and Living in Germany** hotline is an information and advisory service for international professionals, students, trainees, companies and authorities. Services include providing information on job hunting, work and occupation, recognition of foreign qualifications, entry and residence as well as language acquisition. Since the Skilled Workers Immigration Act came into force, the hotline has been a central service point for potential migrants, offering targeted and comprehensive initial and referral advice on relevant laws and requirements.

### Objective 13 - Use migration detention only as a measure of last resort and work towards alternatives

In accordance with requirements of EU and German law, immigrants are only **deprived of their liberty in specific cases** connected with planned return and only as a **last resort** in a constitutional process, taking into account the circumstances of the individual case. Such deprivations of liberty are limited to the shortest possible duration. Minors and families with minors are only detained in very exceptional cases and only for as long as is appropriate, taking into account the best interests of the child. Alternatives to deprivation of liberty are given preference, if sufficient.

### Objective 14 - Enhance consular protection, assistance and cooperation throughout the migration cycle

German embassies and consulates offer **full consular protection** to German nationals who find themselves in difficulties in a foreign country. Under certain circumstances, consular protection by a German mission abroad may also be available to citizens of other EU member states whose country is not represented locally. To a certain degree and within the limits accepted by the host state, German embassies and consulates also endeavour to assist third-country nationals who hold a German residence permit.

### Objective 15 - Provide access to basic services for migrants

Germany's **health policy** is aimed at providing all population groups with equal access to healthcare. Efforts are under way to expand and strengthen the cultural sensitivity of professionals in nursing care, for example through language courses. Information material on the German healthcare system is available in a number of languages.

At the beginning of the **COVID-19** pandemic, information material was made available in several languages. Preparedness for potential outbreak events includes the publication of procedures for shelters that primarily house persons with a migrant background.

Anyone who takes on more than marginal **employment** in Germany is subject to social insurance deductions and is thus covered by statutory health, long-term care, unemployment, pension and accident insurance. This applies regardless of nationality or residence status.

Asylum-seekers are entitled to subsistence benefits, including health care, in accordance with the provisions of the Asylum Seekers Benefits Act. After a period of residence of 18 months, in general, the scope of benefits is comparable to those of German **social assistance** (for citizens). Once a protection status has been recognized and other requirements met, regular access to social benefits in accordance with the provisions of the German Social Code is provided.

#### Objective 16 - Empower migrants and societies to realize full inclusion and social cohesion

**Integration remains a priority.** Germany promotes language learning, professional training, employment, education and social integration measures, based on the principle of equal opportunity. They apply to all eligible persons, regardless of national, ethnic or religious background. The Federal Government's integration policy is based on the principle **fördern und fordern** – i.e., help with integration is offered, but efforts are also expected of immigrants. Institutions at all federal levels and civil society are asked to join their efforts to support the process of integration.

In 2018, the Federal Government initiated a new **National Action Plan for Integration**. The Plan is based on the five phases of a typical migration and integration process: prior to migration, upon arrival, incorporation, growing together and cohesion. The aim is to develop key measures and projects for each phase together with relevant Ministries, *Länder*, municipalities, local communities and civil society. The process involves more than 300 stakeholders, including over 75 migrant organizations as key actors. The result will be a collection of approximately 150 measures and projects forming the framework of an overall integration strategy. For the phase prior to migration, the central aim is systematic preparation of migrants in their countries of origin.

For instance, almost 17,000 people have participated in the project **Pre-integration in the regions of Southeast Asia and Southeast Europe** (July 2018 to June 2020). In addition, every year, around 700,000 users accessed content online that was created as part of the project. The project is aimed at immigrants who wish to migrate to Germany for professional reasons or for family reunification. Services include counselling in person, by telephone and by email, as well as information services and seminars on every-day and working life in Germany. The target group of the project comprises potential migrants from Albania, Bosnia and Herzegovina, Indonesia, Cambodia, Kosovo, Myanmar, Northern Macedonia, the Philippines, Serbia, Sri Lanka, Thailand, Turkey and Viet Nam. On the basis

of the analysis "Approaches that begin in the home country", optimization and expansion of services offered for working migrants is planned.

A special focus is on the support of **immigrant women**, who often face specific challenges and have specific needs. This focus is linked to a range of digital services (e.g. Fem.OS, MB 4.0) that advise migrants in their native languages, particularly on labour market issues. This so-called "digital streetwork" aims to improve migrants' access to information. In addition, various empowerment and violence prevention projects for immigrant women are supported and advocated.

In January 2019, the Federal Government appointed the **Expert Commission on the Framework Conditions for Integration**. By the end of 2020, the commission will present proposals for improvements of the structural requirements for integration, including on the areas of housing, work, health, education and dealing with racism.

#### Objective 17 - Eliminate all forms of discrimination and promote evidence-based public discourse to shape perceptions of migration

In October 2019, the Federal Government decided on a package of measures to better combat **right-wing extremism and hate crime**. Among other things, the package laid the foundations for pursuing hate crime more effectively online; the criminality of hate speech and aggressive insult was adjusted, and the processing and monitoring of right-wing extremism both in the domestic intelligence services (Verfassungsschutzverbund) and the BKA were intensified. Several hundred jobs have been created for this purpose in the BKA and the BfV. In March 2020, a **cabinet committee** was set up to develop **measures to combat right-wing extremism and racism** more effectively, with a focus on prevention. Representatives of migrant organizations are also involved in the work of the committee.

#### Objective 18 - Invest in skills development and facilitate mutual recognition of skills, qualifications and competences

Conditions for migrants who come to Germany for the purpose of in-company training have been improved by expanding access to vocational training with the **Act to Promote the Training and Employment of Foreigners** (Ausländerbeschäftigungs-Förderungsgesetz). Since then, migrants have been able to receive the same support as German citizens for in-company vocational training. Subsistence grants are available under certain conditions. In 2019, the number of people coming from a migration

background who received financial support for the purpose of professional development rose by around 10 percent.

As part of the funding programme **Integration through Qualification**, around 70 permanent and 100 mobile advice centres as well as 170 qualification projects help migrants and newcomers receive recognition for their qualifications and/or qualify for educationally adequate employment. The programme strives to raise the profile of processes and support structures and to overcome structural hurdles to labour market integration.

Objective 19 - Create conditions for migrants and diasporas to fully contribute to sustainable development in all countries

The **diaspora is a key partner** of development cooperation. Through the **Migration and Diaspora Programme (PMD)**, the Federal Government harnesses the potential of diaspora engagement to drive social and economic development in 22 partner countries. The PMD offers funding and advice for organizations carrying out projects with partners in countries of origin. The programme also facilitates **knowledge and skill transfer** by supporting temporary assignments of diaspora professionals in institutions of partner countries as well as the voluntary return of highly qualified experts to their countries of origin. The programme supports reintegration into the local job market so that returning experts can contribute with the professional know-how they have acquired in Germany. Since April 2019, more than 620 local employers have benefitted from the services of more than 800 returning experts. The PMD also assists diaspora entrepreneurs in founding start-ups and thus contribute to economic development in their countries of origin.

Objective 20 - Promote faster, safer and cheaper transfer of remittances and foster financial inclusion of migrants

Germany seeks to facilitate an environment where cheap, fast and safe **remittances** are available to migrant families and where recipients can invest these funds sustainably. For instance, Germany and Jordan partner to improve access of refugees and migrant workers in Jordan, as well as Jordanian households to remittances and other financial services through digital solutions.

Germany also supports **diaspora investments for entrepreneurship** in African countries through the online platform WIDU.africa. WIDU redirects existing remittances into sustainable investments for start-ups and small businesses of friends and family members and tops them up with a 100%

grant. To respond to COVID-19-induced challenges, WIDU has made additional grants available in the health, food and mobility industries. Germany also funds Geldtransfair.de, where users can compare costs and conditions for transferring money to over 35 countries.

Objective 21 - Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration

Germany ensures that the **return of migrants** who do not have the legal right to stay in Germany follows an individual assessment that is in line with international and national law and is carried out by competent authorities. Germany provides for effective judicial remedies in compliance with due process guarantees and obligations under national and international law.

Germany is committed to the advancement of assisted **voluntary return** as the preferred mode of return for sustainable reintegration. Cooperation among government branches was strengthened to better coordinate and link support measures for return and sustainable reintegration.

Addressing the challenges of irregular migration requires close **cooperation with countries of origin**, including on identification, issuance of travel documents, return, sustainable reintegration, and reducing root causes of irregular migration and involuntary displacement.

**Readmission agreements** are in place with a large number of countries. Germany is supporting countries in this regard, i.a. through sustainable reintegration and voluntary return programmes. Various instruments safeguard procedural guarantees and strengthen cooperation, including joint declarations and agreements on SOPs.

Since 2017, the Federal Government's **Returning to New Opportunities** programme supports voluntary return and sustainable reintegration in 13 partner countries of origin in Western and Northern Africa, Central Asia, the Middle East and the Balkans. The initiative links counselling and preparation in Germany with economic and social support measures for returnees and, in accordance with its developmental focus and do-no-harm approach, the local population in partner countries.

**Advice centres** in currently twelve partner countries offer information on local employment and training opportunities, provide vocational training and psychosocial support, and support returnees in their reintegration. In addition, in two partner countries, advice centres are due to open in 2020. Centres are run in partnership with national institutions. By July 2020, the

programme had provided around 700,000 individual support measures, of which approximately 51,000 were reintegration measures for returnees from Germany. With the programme's support, around 210,000 people found work or started their own business. Since 2017, approximately 80,000 individual counselling sessions have been provided.

#### Objective 22 - Establish mechanisms for the portability of social security entitlements and earned benefits

The objective has been met in the area of statutory **pension insurance**: Pension benefits are provided in full to people who have worked in Germany and have earned a pension, regardless of nationality and place of residence. Entitlement to benefits requires a certain minimum insurance period (for a regular old-age pension, for instance, the fulfilment of a “general qualifying period” of five years). Almost all bilateral agreements on social security allow this requirement to be met by adding insurance periods of contracting states.

**Bilateral agreements** are concluded on the basis of reciprocity, equivalence, financial balance and if there is sufficient need for regulation. Agreements contain – among other things – the principle of equal treatment for the branches of social security they cover.

#### Objective 23 - Strengthen international cooperation and global partnerships for safe, orderly and regular migration

Germany actively **supports organizations, platforms and processes** central to the implementation of the GCM. Since its inception in 2007, Germany has been an active member of the **GFMD** and one of its **core funders**, recognizing its added value as an informal, state-led and action-oriented space to design policies and forge multi-stakeholder partnerships at the interface of international migration and sustainable development. Germany and Morocco jointly chaired the GFMD from 2017-18; during this period, the GFMD provided inputs to GCM negotiations throughout the preparation process. Several German cities are actively engaged in exchanges and networking facilitated by the GFMD.

We encourage the GFMD and the UN Migration Network to explore possibilities to strengthen their partnership and include practitioners, with the aim of fostering more operational cooperation on the ground and addressing clearly defined needs of migrants for the benefit of all actors.

## 4. Means of implementation

Means of implementation are mobilized through relevant branches of government at federal, state and local levels, as well as through civil society organisations and other stakeholders. Germany has become **IOM's second largest donor**, funding projects to the tune of 132 million US dollars and providing 3.5 million CHF in administrative contributions in 2019. Continued and intensified coordination within Germany, as well as with the EU and partners globally, will support the sustainable implementation of GCM objectives. Processes such as the regional and global review help strengthen exchange and cooperation, take stock of progress, and identify fields where further progress requires intensified engagement and cooperation with countries of origin or transit.

The **Migration MPTF** and the associated capacity building mechanism are important steps on the way towards reaching the GCM's objectives. In 2019, Germany, as its first donor, provided a total of 3.25 million euro for three of its five clusters (1, 3 and 4). Germany is actively engaged as a member of the steering committee.

Germany is committed to supporting better coherence of humanitarian assistance, stabilization, development cooperation and peacebuilding efforts (the **humanitarian-development-peace nexus**) in accordance with the respective mandates. Germany's increased flexible, multi-year and adaptive funding facilitates designing joined-up nexus interventions, to strengthen resilience in the context of displacement. German development cooperation relies on two main instruments: the Special Initiative "Tackling the root causes of displacement, reintegrating refugees", as well as Transitional Development Assistance.

## 5. Next steps

Several initiatives are underway to further strengthen policy and practice in areas relevant to goals set out in the GCM. This includes – among others – the work of the **Commission on the Root Causes of Displacement (including irregular migration)** and the **Expert Commission on the Framework Conditions for Integration**.

**During the preparation of this review**, the Federal Government has engaged in **dialogue** with CSOs, academia, political foundations, diaspora organisations, parliament and other stakeholders. The final report will be made publicly available in English and in German.

Germany looks forward to an **inclusive process and to the follow-up and review** outlined in the Global Compact. Preparation of inputs for the regional review has highlighted the continuous strong interest in the GCM and its implementation among all stakeholders.

Achieving safe, orderly and regular migration is a process that will require continuous and concerted action throughout government and society, both domestically and internationally. Germany remains committed to the objectives and principles set out in the GCM and will continue to work together with partners to achieve our common vision.

## List of abbreviations

AA	Federal Foreign Office
BA	Federal Employment Agency
BAMF	Federal Office for Migration and Refugees
BKAmt	Federal Chancellery
BKA	Federal Criminal Police Office
BMAS	Federal Ministry of Labour and Social Affairs
BMFSFJ	Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
BfV	Federal Office for the Protection of the Constitution
BMG	Federal Ministry of Health
BMI	Federal Ministry of the Interior, Building and Community
BMJV	Federal Ministry of Justice and Consumer Protection
BKA	Federal Criminal Police Office
BMZ	Federal Ministry for Economic Cooperation and Development
DAAD	German Academic Exchange Agency
Destatis	Federal Statistical Office
FKS	Monitoring Unit for Undeclared Work
GCM	Global Compact for Safe, Orderly and Regular Migration
GFMD	Global Forum on Migration and Development
GMDAC	IOM's Global Migration Data Analysis Centre
IDPs	internally displaced persons
IFRC	International Federation of Red Cross and Red Crescent Societies
MPTF	Migration Multi-Partner Trust Fund
UNMN	United Nations Network on Migration
WHO	World Health Organization
ZSBA	Central Advisory Service for the Recognition of Professional Qualifications