The year 2011 saw dramatic events that affected the world economy and people’s lives including the financial crisis starting from Greece in Europe and the large-scale floods in Thailand, while in Japan, we are still grieving and in confusion left by the 3.11 earthquake and the tsunami that devastated a large coastal area in the Tohoku region as well as a nuclear power station. The aftermath of the leak of radioactive material still casts a shadow over us. How shall we rebuild the tsunami-hit area? What will our future energy policy be? These questions directly arising from the disaster are large enough but there are many more that directly or indirectly affect social welfare, such as the drastic appreciation of the yen, whether to join the Trans-Pacific Partnership, whether to raise consumption tax, how to deal with increasing numbers of welfare benefit recipients and wavering government attitudes towards child benefit policy.

Social welfare studies is a subject area in which universal topics such as the presently ongoing definition of social work are researched and studied. At the same time it is strongly affected by political and economical current affairs and policies both within the country and elsewhere, and one of the features of social welfare studies is to research and provide suggestions for current policies. However it is not enough, I feel, just to analyze and provide opinions within the ‘current framework’, ie within the current system, laws and measures. As an academic subject area, social welfare studies needs to analyze the current situation using universal values and make new proposals based on universal values.

For example, with regards to the care of the elderly in social welfare studies, certain kind of studies are flourishing, such as attitude surveys of care managers for the elderly and suggestions about their roles within the elderly care insurance system, or collaborations and networks of services to support local communities, or treatment of the elderly with dementia in care homes. However, there is no single study, as far as I’m aware, that questions the provisions of the present elderly care insurance system itself. Though the elderly can be defined as later onset disability, the system provides services only to the elderly who have been paying contributions to the system, or provides services limited to a range of care needs that qualify as insurable events, or provides no service at all for the health of the mind, including entertainment and leisure. Though there is an increasingly strong advocacy of the rights of disabled people, including the proposal for the comprehensive welfare law for the disabled, the elderly are put into another category, as if to be avoided. This is the problem of social welfare studies of Japan as a whole, that it has not yet achieved influencing power over the system and measures, rather than the problem of the researchers and academics in the area of the social welfare of the elderly.
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The Construction of Optimal Compassion Fatigue Model Based on the Preliminary Findings of Two Studies of Professionals Exposed to Secondary Trauma

Takashi Fujioka

Abstract

The purpose of this article is to construct the Optimal Compassion Fatigue Model based on the preliminary findings of two studies of professionals exposed or exposed-suspect to secondary trauma.

At first, the author reviewed the research of Fujioka (2011b, in Japanese) for investigating the relationship between Compassion Fatigue and Functioning. And the second purpose of this article is to investigate the influence of activities in Disaster Zone to professionals on the standpoints of Compassion Fatigue and Satisfaction, and Burn Out. 5 professionals attended this research program. We considered the influence of experiences in disaster zone to Compassion Fatigue/Satisfaction and Burnout.

As a result, we got the important finding as follows; 1. They enhanced Traumatized experiences in Childhood or Adulthood. The case studies suggest that they are negatively affected by pre-deployment traumatic experiences. 2. Deployment does not appear to cause burnout. That is, almost no change of burnout risk during activities in disaster zone. 3. The importance of any change can be detected through the 8 compassion fatigue and compassion satisfaction factors. Personal important change of each 4 factors of Compassion Fatigue and CS. 4. Deployments elevate the risk of third (or tertiary) traumatic stress reactions among family members of the deployed professionals. I emphasized the risk of Severe Third Traumatic Stress (Families, Friends, Colleagues of Professionals) . 5. Deployed professionals have benefits from sharing their experiences with others. Needs to share experiences in Disaster Zone (Area). As the important conclusion, Optimal CF scores are moderately low scores but not the lowest (need more detail here). No big change of Total CF/CS (keep each Optimal CF) in the disaster zone.

Key words: Compassion Fatigue, Compassion Satisfaction, Optimal Compassion Fatigue Model, Third Traumatic Stress

1. Compassion Fatigue and Satisfaction

1) Meaning of Compassion Fatigue

An Care giver has “Compassion Fatigue” by being an care giver, and, by balance with “Compassion
satisfaction” which is joy by being a care giver, which protect a risk to burnout changes (Figley, 2002 et al). Originally, in English of Compassion, there are meanings such as “intense feelings, eagerness, passions such as anger, intense love” in Passion. Compassion, means that Com - says to “Compassion with”, (feel passion) with together. Passion means martyrdom. Compassion means “become a martyr with hurt persons/maltreated abused children”.

2) Meaning of Fatigue

Originally, in English of Fatigue, there are meanings such as “a feeling extremely tired, usually because of hard work or exercise”. Pierre Janet (French Psychologist) described; It seemed that dissociation was related to a wide range of causes, and a fatigue is specifically caused by emotional fluctuation. ...........explain collapses which come from traumatic memory, we would find that there are various causes of psychological fatigue (“La médecine psychologique (1923)” Fatigue and Trauma).

3) 4 factors in each Compassion Fatigue and Satisfaction

From the standpoint of many research on Compassion Fatigue/Satisfaction, Fujioka (2010) examined some support programs in relation with burnout measures and compassion fatigue and satisfaction. As a result of data analysis of 212 persons, he was able to get a result similar to Fujioka (2007). About Compassion Satisfaction, four factors were extracted. Four factors were named as follows; "satisfaction in relations with fellow workers", "satisfaction in relations with a child or children", "satisfaction in the nature of care workers or social workers", and "feeling of satisfaction in life" 

Table 1  Four Factors of Compassion Satisfaction

1 Satisfaction in relations with fellow workers.
2 Satisfaction in relations with clients.
3 Satisfaction as a professionals.
4 Feeling of satisfaction in whole life containing of private life.

About compassion fatigue, four factors of "compassion fatigue accumulated as a secondary Traumatic stress", "denial feelings", "PTSD-like compassion fatigue" and "a trauma experience of care worker or social worker oneself" were extracted.

Table 2  Four factors of Compassion fatigue

1 “Compassion Fatigue accumulated as “Secondary Traumatic Stress”
2 “PTSD-like Compassion Fatigue”
   In other words, Primary Trauma-Related Symptoms
3 “Denial Feelings” (・ avoid remembering a hard experience)
   This needs to be explained if the Japanese professionals are more troubled by such denial.
4 “Past Traumatic experience of Professionals”
Correlation of these factors with Burnout Standard made by Maslach, C. and Jackson proved to be statistically significance. On this basis, the following points were suggested. 1 Compassion satisfaction showed significant negative correlation with “the emotional consumption feeling” that was a lower factor and “de-personification” of standardized burnout measures, and equilateral correlation with “sense of accomplishment of each individual” was suggested. 2 With a feeling of consumption and de-personification, equilateral correlation with Compassion Fatigue was suggested. But Compassion Fatigue was not related with personal sense of accomplishment. 3 A meaningful difference is seen in the number of years in Compassion Satisfaction. It was suggested that for ten years, it was necessary to regard care givers to be a professional care provider. 4 Compassion Fatigue accumulated as a substitution-related trauma (Secondary Traumatic Stress) was related to Third Traumatic Stress of care givers’ families. 5 There was an association between Compassion Fatigue or Satisfaction and Burn out. Third Traumatic Stress (TTS) is a key concept for supporting a care giver’s family.

2. The Model of Optimal Compassion Fatigue (Fujioka, 2011b)

I have to introduce the research of Fujioka (2011b, in Japanese) in English for investigating the relationship between Compassion Fatigue and Functioning.

1) Compassion Fatigue and Functioning

Based on the investigation by Japanese edition of questions developed by C. Figley, Fujioka (2011b) examined the optimal level model of Compassion Fatigue that related to Compassion Fatigue and the functioning as a care giver to children with some troubles.

Inspected by the number of people with Compassion Fatigue and relations with other indexes, care givers were divided to main three parts, A, B, C type.

Types A indicated low level on Compassion Fatigue mainly on area 1. Type B indicated middle level on Compassion Fatigue mainly on area 2, 3, 4. Type C indicated High level on Compassion Fatigue mainly on area 5. The burnout risk of Type C was higher than other groups.

Furthermore, I examined differences in 5 groups of Compassion Fatigue. 1) Significant difference between Compassion Fatigue High and Low was watched in three factors, Satisfactions with colleagues, Satisfactions with clients or children and Satisfactions in life except for Satisfaction to profession as a care giver.

2) Compassion Fatigue became high related to burnout significantly. So it was suggested that Compassion Fatigue could predict burnout. About differences of support items for care givers in Low and High groups of Compassion Fatigue, many items of supports were high level in Low group of Compassion Fatigue. But some items had high scores in the high Compassion fatigue group. From these findings, he considered the meaning of Optimal Level Model of Compassion Fatigue.

Furthermore, he examined the relationship between Compassion Fatigue and Functioning (Professionalization of care givers and social workers) used FR behaviors questionnaires and Caregiving Behaviors on the stand points of Attachment theory.
As a result, it was suggested that FR behaviors rose in relation to Compassion fatigue in all four factors of FR behaviors. On the other hand, Caregiving Behaviors on the stand points of Attachment theory did not have the difference among all groups of Compassion Fatigue. Furthermore, he examined necessity of individual support and made each comment format for individual support as practice example of supports on the standpoint of optimal level model of Compassion Fatigue.

2) The purpose of this study (Fujioka, 2011b)

To the purpose to verify the Model of Optimal Compassion Fatigue, we had three primary research questions:

(1) Is there groups who have Optimal Compassion Fatigue?; (2) Is there an association between High or Low Compassion Fatigue Groups and Coping skills for Compassion Fatigue? ; and (3) Does the Optimal Compassion Fatigue group behave as good Care Providers who have good Functioning on the standpoint of FR behavior?

3) Measures

- Care giver Compassion Fatigue/Satisfaction was measured with the Compassion Fatigue/Satisfaction Scale (Original version, Figley and Stamm, 2002; Japanese Translated version, Fujioka 2007). The Compassion Fatigue/Satisfaction Short Version is a 66-item self-report instrument
- Burnout Risk Test by Maslach, C. and Jackson, S.E. (1981)
- Coping Skills Scale for CF, CS and Burnout constructed Originally (Fujioka, 2010)
- Dissociation Tendency. constructed by Masuda (2002).

Coping skills for CF, CS, and Burnout risk

- Intentionalness to separate work time and private life (intentional division). Protect to Dissociation in life.
- Healthy life by refreshing mind and body through movement etc.
- Awareness to Tertiary Traumatic Stress (Family stress).
- Recovering “a connection sense” with a person to believe.
- Talking a bitterness to the person who is familiar at the time when it is very hard to talk.

A meaning of FR behavior

FR action (including an expression / a gesture etc.) “frightened or frightening” (FR)
An inappropriate action for parenting. a point to “let you feel fear” abused a child.
a parent who has various “unsolved models” that he or she was hurt (a trauma), and cannot arrange experiences of oneself.
FR behavior/action
An action to be worried about a parent /a parent who “lets a child frightening with ../ frightened” by a child.
4) Sample Characteristics (212)

212 study participants had five age groups; 20's (50%), 30's (30.2%), 40's (8.5%) 50's (9.9%) 60's (1.4%). Gender; male (45.3), female (54.7). The sample had an average of 8.14 years ($SD = 8.30$) of clinical experience. Scores on the Compassion Satisfaction Scale ranged from 29-119 with a mean of 72.887 ($SD = 14.980$). Scores on the Compassion Fatigue Scale ranged from 8-77 with a mean of 34.821 ($SD = 13.433$). Scores on the Burn out Scale (Figley and Stamm, 2002) ranged from 9-61 with a mean of 35.283 ($SD = 10.084$).

5) Data analysis

For the purpose of (1), (2), (3) Data were analyzed with the Statistical Package named SPSS. Analysis of Variance (ANOVA) was conducted to assess the characters of each groups of Compassion Fatigue which separated to Low/High or 5 groups by Figley and Stamm (1996) on the stand point of 4 factors of each CF, CS and Burnout risk, and the three factors of FR behavior and Dissociation Tendency.

6) Low and High CF, CS, BR

**CF**

① 26 or less, extremely low risk; ② 27-30, low risk; ③ 31-35, moderate risk; ④ 36-40, high risk ⑤ 41 or more, extremely high risk.

**CS**

① 118 and above, extremely high potential; ② 100-117, high potential; ③ 82-99, good potential; ④ 64-81, modest potential; ⑤ below 63, low potential.

**BR**

① 36 or less, extremely low risk; ② 37-50, moderate risk; ③ 51-75, high risk; ④ 76-85, extremely high risk.

7) Results

Main results of Fujioka (2011) are as follows.

![Fig.1 Compassion Fatigue for each level Low-High. (Fujioka, 2011b)](image-url)
8) Discussion 1

CF is divided into polar regions of ⑤ and ①. The approximately same numerical number of people is included in the middle domain. There is CS in approximately good virtuality. A burnout risk is in an approximately low risk. It is suggested that Compassion Fatigue measures lead to the burnout prevention.
9) 4 Factors of CF for CF/Low and CF/High

CF/Low is ① group and CF/High is ⑤ in Figley and Stamm (1996)

**Fig. 4** 4 factors of Compassion Fatigue for Low/High Compassion Fatigue

**Fig. 5** 4 factors of Compassion Satisfaction for Low/High Compassion Fatigue (Fujioka, 2011b)
10) Discussion 2

As for the compassion fatigue, in all 4 factors, High Fatigue groups were high and showed high numerical values. As for CS, satisfaction was high on 3 CS factors in low CF groups, except for skills. For Burnout risk, on the emotional exhaustion and depersonalization, compassion fatigue was low. A feeling of reception was high with a friend, a family, the boss, by measures in Low CF. On the other hand, a feeling of reception was high with a fellow worker in High CF groups.

11) Compassion Fatigue as a predictive measure of burnout

BR for each CF level (①—⑤)
12) Discussion 3
As for the measures to compassion fatigue, what could prevent burnout was inspected here. In secondary trauma, PTSD, denial, trauma experience of the past, all, there is a same difference to CF 1 and 5. If a person would have compassion fatigue in five domains, it seemed for him or her to make efforts to cope with CF in 4 factors. CF 3 group shows the highest compassion satisfaction only in the graph. It may be easy for CF 3 groups to feel compassion satisfaction with compassion fatigue moderately. Difference to 1 and 5 in Frightened behavior. The degree of Compassion fatigue affected to a negative functioning as a care giver. Supports for Each Professional. From the results of Compassion Fatigue, Compassion Satisfaction, Burnout Risk, it was investigated that Low or High CF, CS, BR have each Optimal Level. I think that Tailored supports are very effective to each Professional. It is very important for care givers to take direct supports as Professionals by a interview.

13) “Optimal Compassion Fatigue” Model
Fujioka (2011b) presented “Optimal Compassion Fatigue” Model. The concept of Trauma contains not only primary, but also secondary, and third (tertiary) trauma. Supports for Care givers or SW mean the support to clients. I think we have to construct Bio-Psycho-Social-Spiritual Approach to CF. Functioning is connected to CF, just as Harmony with Colleagues, Families and Friends …

Next part, I examined that the influence of experience in disaster zone to Compassion Fatigue, Satisfaction and Burnout.

![Diagram](image.png)

**Fig.8 The Optimal Compassion Fatigue Model (Fujioka, 2011b)**
(The degree of Compassion Fatigue, Case A; moderate level Case B; high level)
3. The Triple Disaster in Japan

1) Earthquakes and Tsunami

At first I explain that the The Triple Disaster in Japan. Regarding the disasters affecting my country of Japan, we have to express deepest appreciation to peoples in many countries who are sending us Japanese warm words and great support. The expressions and efforts of support of among staffs, professors, and student in many Universities are wonderful expressions of great support to Japan. Thank you from a country thankful for outside help.

As for our disasters, we have three, which happened at the same time. The many earthquakes, Tsunamis and the accident in nuclear power plants in Fukushima started on March 11th.

Quickly we recognized that these triple disasters stressed the Japanese well beyond the range of our planning. Most of the destruction from earthquakes and Tsunamis were experienced from Tohoku and North Kanto area. Fortunately in these areas are mostly those Japanese who have the most advanced disaster prevention plans and offer many training programs to prepare them for natural disasters.

We were not prepared for an earthquake of this magnitude (9.0 MMS), one of the highest records on record and the worst disaster in Japanese history. The resulting Tsunami overwhelmed our capacity to prevent the destruction. For example, although we constructed levees that far exceed our standards, this Tsunami was like no other and far more than the assumptions we made when they were planned. The Tsunami destroyed many houses and buildings over the embankment and the levees.

The first big earthquake occurred at about 2:46 pm on March 11 leaving little time to evacuate. The first waves of the Tsunami occurred about 3:00 p.m. and were between 6 and 10 meters (20-32 feet) high. The second wave came at 4:30pm but it was rarely more than 6 meters.

There are many places where water soaked in on the roof of the third floor of buildings and houses. People and things in its path appear to be rolled up in the tsunami while they tried to escape, most often with the help of others who slowed down to help. The water was indiscriminate; it washed patients from hospitals, beds and all. Most Japanese houses are built of wood and why they were swept away by the water with only the foundations left.

2) The Nuclear Power Plant Disaster

The third disaster emerged Sunday, March 12th with destruction of portions of the Fukushima Daiichi Nuclear Power Station caused by the multiple waves from the Tsunami. Subsequent explosions and leaks of radioactive gas took place in three reactors at the one Station. No one was harmed by the radioactive gases since the dosage was so very low. The reactors suffered partial meltdowns, while spent fuel rods at another reactor overheated. Many efforts were made to keep the Plant under control, especially in efforts to resupply the nuclear fuel with water to keep cool and avoid further disaster.

One part of fire engines using for drainage is one of US military forces. Inhabitants living near the Plant were moved to shelters. Some were urged to stay in their home until it was safe to move to the shelters.
3) Triple Disaster Consequences

The total extent of the damage will not be known for some time. However, widespread speculation is that more than 90% of those who died of Tsunami-related drowning. Most everyone in Japan has either suffered or sacrificed. Food and fuel shortages were reduced thanks to the sacrifices of those from less affected areas of the country. Those who suffered most are those throughout the region most affected by the Triple Disaster. Public officials are especially distressed. In addition to their own personal suffering, they must take responsibility of policies that may have cost the loss of lives and property or dispatched more help more quickly to those most affected.

Making matters worse, families in the disaster area became separated. Because family members were separated when the earthquake and Tsunami hit in the middle of the day, it complicated efforts for families to reunite. This caused considerable distress until family members were reunited. Japan is very family oriented.

In addition to being separated from family members, the triple disasters also caused wide spread failure of the use of telephones for several days. This added to the anxiety of family members trying to reach loved ones in the affected areas. This confirmation process lasted well over a week after the earthquake and subsequent disasters.

Most of the shelters for those affected by the triple disaster were large buildings including gymnasiums of elementary school and junior high schools nearby, senior high schools. Not surprisingly, life went on in Japan in an orderly and rational manner. Soon supplies arrived at disaster refuge place one after another from many prefectures, the capital and whole country.

However, supplies were unable to reached some stricken areas easily due to block roads and lack of fuel. Only recently have tanker carrying fuel for cars and heating arrived to the areas most in need, along other critical supplies of water and food.

Water is especially welcomed in the disaster zones. To the Japanese water for life such as drinking water, cooking “takidashi” in Japanese: This means such activities as bathing, toothpaste, washing face and hands.

Other items that were in short supply in shelters were dry milk for babies, and paper diapers. In addition there were many in shelters that were ill and required medical attention and fresh supplies of medication for those who had to abandon everything to seek shelter from the disasters, such as in Tohoku. The same is true regarding the needs of survivors missing eyeglasses, contact lens, hygiene supplies, and even underwear. The stricken areas like Tohoku continued to experience very cold, wintry weather that requires blankets and warm clothing after earthquakes.

4) New Construction and Beginnings

There has been an extraordinary outpouring of assistance to the disaster areas from all parts of Japan. Many prefectures (regions) and cities have sent aid or preparing to do so in order to better care of people who need help most. In addition, there were many welfare institution and child welfare facilities have plans for assisting various survivors find longer-term needs, especially the elderly and children.

The Japanese people and the citizens of the world are collaborating to help the people and areas affected
by the historic multi-disaster. There is every reason to believe that Japan will survive this situation and go forward united and moving toward the future step by step.

4. Support for Professionals in Disaster Zone.

Compassion fatigue / Satisfaction in Professionals who help peoples in disaster area.

We have to construct the system of supporting to helpers in disaster zone. We planed several approaches to helpers who went to disaster zone on the standpoint of Compassion Fatigue.

1) Plans for researching on Compassion Fatigue in Disaster Zone.

We made Plans for researching on Compassion Fatigue are as follows.;
1, Professionals in A Prefecture (Shelters in other area of people from disaster area) through two persons. 2, Professionals in B Prefecture to Disastered Area through more than 10 persons. 3, Professionals in C Prefecture to Disaster Area through more than 50 persons. 4, Professionals in D Prefecture to Disaster Area through more 5 persons

About project 4, we will write the new articles about data of professionals in disaster zone.

2) Purpose of the study.

The purpose of this study is to conduct the case study on 5 persons about Compassion Fatigue/Satisfaction Questionnaires. To that purpose, we had three primary research questions: Is there a change on Burn out and Compassion Fatigue/Satisfaction between baseline and during activities in Disaster zone?

Methods

Sample and Procedures

For purpose data was obtained from 5 persons who attended supports to peoples in disaster zone. I collected data from 5 persons on Compassion Fatigue/Satisfaction Scale -Short Version - (34 items).

Subjects

5 persons (A, B, C, D, E) who are social workers in Japan. For protecting privacy of those persons, we cut the information about these persons in details. We got permission of descriptions in this article from 5 persons without private information.

Procedures

Schedule of researching

1, Testing Period; Baseline assessment (T1) of Compassion Fatigue (CF), Compassion Satisfaction (CS), Burnout risk (BO), Coping with CF, CS, BO
2, During activities in DZ (T2)
3. Just after (T3) (1 week during activities in DZ)
4. After 1 week (T4) After 2, 3 week (T5, T6)
5. 4 weeks later (T7)

That is our plans have the chances of 7 times; T1, Baseline. T2, During activities. T3, Immediately Post Deployment. T4, 1 week post-deployment. T5, 2 weeks post-deployment. T6, 3 weeks post-deployment. T7, 4 weeks post-deployment.

**Measures**

Compassion Fatigue/Satisfaction Scale -Short Version - (34 items)

Care giver Compassion Fatigue/Satisfaction was measured with the Compassion Fatigue/Satisfaction Scale (based on Figley and Stamm, 2002; Fujioka 2007, 2010). The Compassion Fatigue/Satisfaction Short Version is a 34-item self report instrument that instructs respondents to indicate how frequently they experienced each of 34 symptoms during the previous week using a 5-choice, Likert-type response format ranging from never (1) to very often (5). The 34 items of the Compassion Fatigue/Satisfaction are designed to be congruent with the 17 symptom criteria of Compassion Satisfaction and 17 symptom criteria of Compassion Fatigue by factor analysis of 66 original items of Compassion Fatigue/Satisfaction self check lists (Figley and Stamm, 2002). These Compassion Fatigue/Satisfaction Scale -Short Version - have 8 factors; 4 factors on Compassion Fatigue, (1, Secondary Traumatic Stress or compassion fatigue accumulated as a substitution-related trauma, 2, PTSD-like compassion fatigue, 3, Denial Feelings, 4, Trauma Experience of care worker or social worker oneself) and 4 factors on Compassion Satisfaction (1, satisfaction in relations with fellow workers, 2 satisfaction in relations with a child or children, 3, satisfaction as nature of care workers or social workers, and 4, feeling of satisfaction in life) by Factor Analysis (based on Figley and Stamm, 2002; Fujioka 2007, 2010).

**Results**

1. **5 Case as professionals in disaster zone.**

For investigating purposes 5 study participants attended this study. But we cut the privacy data about age, gender, and the kinds of professionals.

We indicated the results of 5 persons through the Methods of Case Study, mainly on T1, T2, T3.

- Case A
- Case B
- Case C
- Case D
- Case E
2. Case study analysis

Fig. 9 displays the results of Compassion Satisfaction on case A.

On the compassion satisfaction the score was higher than baseline on all factors. And after 1 week those results got down to usual level.
Four factors of Compassion fatigue (Case A)

Fig.11 Four factors of Compassion Fatigue (Case A)

On the compassion fatigue the score was higher than baseline on two factors; secondary traumatic stress and past trauma experience. And after 1 week only secondary traumatic stress got down, but the score of past trauma experience continue to be higher rather than usual level.

Four factors of Compassion fatigue (Case A) as the liner expression.

Fig.12 Four factors of Compassion Fatigue (Case A)
Burnout scales (Maslach et al, 1981) (Case A)

On the burn out the score was lower than baseline on two factors; emotional exhaustion and depersonalization. And after 1 week only emotional exhaustion got up to usual level, but the score of depersonalization continue to be lower rather than usual level.

Comapssion Satisfaction total (Case A-D)

Fig.13 Burnout scales (Maslach et al, 1981) Case A

Fig.14 Comapssion Satisfaction total (Case A,B,C,D)
Compassion Fatigue total

Fig. 15 Compassion Fatigue total

Burnout 3 Factors

Fig. 16 Burnout 3 Factors (Case A, B, C, D)
Satisfaction 1 (withPeer), 2 (withClients)

![Satisfaction 1,2 Graph]

Fig. 17 Satisfaction 1 (withPeer), 2 (withClients) (Case A, B, C, D)

Satisfaction 3 (as a Pro), 4 (Life)

![Satisfaction 3,4 Graph]

Fig. 18 Satisfaction 3 (as a Pro), 4 (Life) (Case A, B, C, D)
Fatigue 1 (Secondary Trauma). 2 (PTSD-like)

Fig. 19 Fatigue 1 (Secondary Trauma). 2 (PTSD-like) (Case A, B, C, D)

“Denial”“Past Traumatic experience of Professionals”

Fig. 20 “Denial”“Past Traumatic experience of Professionals”
On the factor of compassion fatigue, past trauma experience increase just after activities in disaster zone compared with baseline.

**CS of Case E**

![Compassion Satisfaction (Case E)](image1)

**Fig.21 CS of Case**

**CF of Case E (Social Worker)**

![Compassion Fatigue (Case E)](image2)

**Fig.22 Compassion Fatigue of case E**

On compassion fatigue, case E did not change after activities in disaster zone on all 4 factors.
On burn out, case E did not change the score just after activities in disaster zone compared with baseline.

3. Messages for professionals in Disastered area

We gathered many messages from professionals in disaster zone. Parts of messages were introduced in this article after permission from these professionals.

Mr/Mrs A

“The most we can do so early after a disaster is to be with the survivors without trying to treat them; being a friend; being a kind person is what they need.” So, relax and not worry so much about the right diagnosis and treatment strategy. Do what your heart suggests; be a friend.

Mr/Mrs B

I must first make sure I am okay (in body and mind) and not over do it in helping the people in the area affected by the disasters (disaster zone) (DZ). It was easy to avoid, but I thought it was time to support our efforts and go to assist in the DZ. The victims need our help.

Mr/Mrs C

Of course concrete support such as the removal of debris or supply of food is important. And victims are thinking to accept many helpers from other area in Japan. But some peoples in disastered area think that “I want you to leave alone”. They thank various supporters, and are going to accept them.

I think that we have to ask our mind the question as follows; “This support really necessary to people
in disastered area?”

I felt that we have to continue to help people and make activity having it in our heart as self-question.

Consideration

1. Consideration on Case A-E

On Case A, the scores of burn out were lower than baseline on two factors; emotional exhaustion and depersonalization. And after 1 week only emotional exhaustion got up to usual level, but the score of depersonalization continue to be lower rather than usual level. On the compassion fatigue the score was higher than baseline on two factors; secondary traumatic stress and past trauma experience. And after 1 week only secondary traumatic stress got down, but the score of past trauma experience continue to be higher rather than usual level. Sever experience in disaster zone enhanced the trauma experience in professionals.

Case A-D, on the 1 factor of compassion fatigue, past trauma experience inceresed just after activities in disaster zone compared with base line.

Case E was not influenced on the scores of CF and CS during activities in the area affected by the disasters. Case E has “Optimal Compassion Fatigue” level to keep controlling Functioning as a social worker. This is very interesting result. Case E has no risk on burn out in Disaster Zone. Both (before/during) Burnout risk is in “Safety”.

2. Monitoring Professionals Deployed to Disaster Areas

1). The case studies suggest that they are negatively affected by pre-deployment (past) traumatic experiences. 2) Deployment does not appear to cause burnout. 3) The importance of any change can be detected through the 4 compassion fatigue factors and 4 compassion satisfaction factors. 4) Deployments elevate the risk of tertiary (third) traumatic stress reactions among family members of the deployed professionals. 5) Deployed professionals had benefits from sharing their experiences with others. 6) Optimal CF scores are moderately low scores but not the lowest.

3. Conclusions

1) Experiences in DZ enhanced Traumatized experiences in Childhood or Adulthood. The case studies suggest that they are negatively affected by pre-deployment traumatic experiences.

2) Deployment does not appear to cause burnout. That is, No change of Burnout risk in DZ.

3) The importance of any change can be detected through the 4 compassion fatigue factors and 4 compassion satisfaction factors. There were personal important change of each 4 factors of compassion fatigue and CS.

4) Deployments elevate the risk of tertiary traumatic stress reactions among family members of the deployed professionals. There were high risk of Severe Third Traumatic Stress (Families, Friends, Colleagues of Professionals).
5) Deployed professionals had benefit from sharing their experiences with others. We have to think about needs to share experiences in Disastered Zone. Optimal CF scores are moderately low scores but not the lowest (need more detail here) with no big change of Total CF/CS (keep Optimal CF).

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Introduction

The Federal Republic of Germany, despite facing the same problems of low birthrate and longevity as Japan, has accumulated experience in the acceptance and symbiosis of cultural / linguistic minorities in a historical background inseparable from geographical conditions, and quite different from Japan.

In the German President’s memorial day unification speech on October 9, 2010, his comment that “Islam is a part of Germany” caused controversy. In fact, the ratio of the Muslim population in Cologne has risen to approximately 10%. In addition to its role as an archbishop seat of the Catholic Church and the site of the Cathedral of Cologne, the city is also the site of the largest Mosque in Germany, completed in the autumn of 2011 as the emotional center for Muslims. Meanwhile, German citizens hold increasing antipathy to Islam. A commonly expressed view is disappointment that Muslims do not try to get used to German culture, “even though we are trying to accept them.”

The right to hand down original culture should be protected under democracy, but how should customs such as equal rights for men and women, be considered in situations when the basic philosophy concerning the origin of life differs? And is it possible to divide public behaviour and private sense of values? Holding these questions as a focus of concern, this paper considers the situation of migrants in the capital city of Berlin.

1In this paper, “integration” shall generally mean “unifying that it is indiscriminate”, after “integrated; racially integrated; racial indiscriminate treatment (Grand Concise English-Japanese Dictionary. SANSEIDO, 2001, p.1300)” and “integrated; (based on discriminating abolition) reconciliation integrated; fusion. (Grosses Deutsch-Japanisches Wörterbuch, the 2nd edition. Shogakukan, 2000, p.1177)”.


3Although people who have moved to a different country are generally called “immigrants”, there is also some criticism against the discriminatory nuance of this term. In this paper, the term “migrant” will be used, except for the case where it is considered as “immigration” in the text.
1. Migration in Germany

(1) Statistical Profile

Of Germany’s total population of 81,900,000 people, 19.2% are “people with a migration background” in a broad sense (statistics of the 2009 fiscal year published in 2011). This is a slight increase from 18.7% and 18.3% in 2005 and 2007. The expression “people with a migration background” was first adopted when the Federal Statistical Office released the small-scale national census results in 2005. Broadly, “person with a migration background” refers to: a person of foreign citizenship who has moved from a foreign country into the Federal Republic of Germany in or after 1950; a person of foreign citizenship born in Germany; a person who was born with German nationality and at least one of the parents were born in Germany as a transferee or a foreigner; or a person who acquired German nationality after transference. The first Type includes those who already had German nationality, returned to Germany after going to the old old Communist bloc in the war, and reacquired nationality.

There were about 15,700,000 “persons with a migration background” in the broad sense who lived in Germany in 2009. Of these, about 7,200,000 were “foreigners” (8.8% of the population), and 8,500,000 “persons with a migration background” in the narrow sense (10.4% of population), while the latter were also people with German nationality. This means that more than half of the migrants had acquired German nationality. “Persons with migration background” in the narrow sense came to 9.4% in 2005, with a gradual increase to 9.9% in 2007, and 10.1% in 2008. The percentage of migrants without German nationality conversely tended to decrease. This is based on the German government policy of persuading migrants to acquire nationality as quickly as possible, and become integrated (Nationaler Integrationsplan, hereafter NIP). Around 1991, immediately after east-and-west reunification, there was a sharp increase in transference, but the difference of in-migrantion and out-migration can now no longer been seen.

Mainly from Turky and ex-Eastern Europe

In the investigation of fiscal 2009, Germany is mentioned as the migrant's first choice of destination (15.9%) among the major powers, followed by Poland (15.5%) in second place. The ethnicities were also various. 1,300,000 of 15,700,000 transferees did not have a notification at the time of transference, or had

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4Germany had traditionally followed the blood principle, but in the Nationality Law revision in 1999 (enforcement in 2000), the principle of place of birth nationality was adopted for the first time, and it became possible for children of foreigners who could satisfy fixed requirements to acquire German nationality by birth.

unclear ethnic background in that their parents and/or grandparents had a combination of two or more nationalities. On the other hand, the countries from which Germany has so far accepted transferees are, in order of acceptance, Turkey (2,900,000), the old Soviet Union (2,900,000), Poland (1,400,000) and old Yugoslavia (1,300,000). Among the countries which have sent out foreign workers (Gastarbeiter) apart from old Yugoslavia and Turkey, are Italy (795,000) and Greece (391,000) among the major powers. Many repatriates have come from Russia (681,000), Poland (568,000), Kazakhstan (412,000), and Romania (210,000).

Comparing the age groups to the total population (Fig. 1), in each classification aged 35 and below the “migrant” ratio is higher, while the ratio of elderly (65 and over) were up to 23.1% (“non-migrant”) and 9.2% (“migrant”). While the average age of “migrants” was 34.4 years old, for “non-migrants” it was 45.3, a difference of about 10 years.9

The migrant population of each age group from 0 to 25 years old is maintained at about 7%, without the occurrence of low birthrate or longevity. As this younger age group marries, and builds families, it is predicted that the “migrant” population in the broad sense will continue to increase.

People who have moved in for economic reasons are leaving family in their nations of origin. After moving, they remit money monthly to support the family, and in most cases call them to Germany later. The Migrant office tries to give guidance and information for these activities.10

More in ex-West than in ex-East

A comparison of states and special administrative areas shows (Fig. 2) that 96% of migrants lived

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in the states of former West Germany, and the capital Berlin in 2008\textsuperscript{11}. As mentioned later concerning Berlin, such regional difference has come about in response to the influence of the east-west division after World War II.

(2) The New Migration Law by “Demand and Promotion”

In spite of the crucial role played by foreign workers in the industrial and economic revival of Germany after the war, their integration in German society did not progress at all. However, in order to overcome intensifying international competition for labour, humane treatment of foreigners and migrants, as such a big part of the German economy, became necessary. The new migrant law, proposed in 2001, was used as a major pillar to promote the integration of foreigners and migrants into German society. Due to the influence of the September 11, 2001 attacks in the U. S., the incorporation of further measures against foreign extremists delayed enforcement of this law until January 1, 2005.

The theme of the new law was “demand and promotion” of integration. Under this law, while action as a member of German society was required of a migrant, a bilateral approach was taken, whereby the German state also promoted the rights and fundamental measures for these activities\textsuperscript{12}. To this end, in the new law, residence permission and work permission were unified and simplified, and work permission from the labor bureau became unnecessary. In the new labor market-oriented new law, migrants were provided with integration courses to facilitate their mastery of German language, law, culture and values. In addition, because of humanitarian concerns, regulations concerning migrants’ families living in Germany, and the regulations concerning the calling of family from the motherlands were eased. On the other hand, a measure allowing for immigration restrictions of dangerous persons and their deportation was also incorporated in the new law\textsuperscript{13}.

Acceptance of professional competence in the labor markets

There has been a gradual easing of the labor market for foreigners and migrants with advanced professional competence. In August, 2000, the Schroeder government introduced a system similar to,


\textsuperscript{13}Ibid., pp. 116-120.
though more restrictive than, the U.S. “Greencard” system. At this time, there was a major need for rapid introduction of IT-related engineers. Although 20,000 such introductions were planned, in reality only 18,000 people were introduced before 2004\textsuperscript{14}.

The EU has introduced the “Blue Card” in order to promote the inflow and long stay of qualified workers or advanced specialists\textsuperscript{15}. According to this framework, much deregulation was carried out by January 1, 2009.

\textbf{(3) Social Differences between Migrants and Non-Migrants}

\textbf{① Poverty and Low Employment}

In 2009, the poverty rate of main breadwinners of migration background in the household economy exceeded 25% among all forms of household. This is significantly high compared with non-migrants, for whom the poverty rate is about 11%. There seems to be a tendency toward cheap labouring jobs and difficulty in employment for migrants.

Cultural / linguistic minorities, such as East Europeans, Turks and Muslims, play an important role as a reserve of unskilled labor in the country. Tanaka\textsuperscript{16}, in a comparison of the employment situation of foreign workers (Turkey, old Yugoslavia, Italy, Greece, Spain) and German workers between 1984 and 1997, found remarkable differences. For example in 1984, 70% of foreign workers were unskilled or started as semi-skilled workers, while unskilled or semi-skilled workers among German workers came to only 16%. Later, while the ratio of unskilled or the semi-skilled foreign workers fell, the ratio of special workers rose and middle and high-class white-collar worker ratios also increased sharply. As a result, the ratio of unskilled and semi-skilled foreign workers fell to 51% in 1997. De Groot and Sager compared the relationship between household income and unemployment rate in the year 2008 among the hometown regions. The situation was still obviously severe for migrants, especially for Turks (Fig. 3).

\textbf{Fig. 3 Household Income and Unemployment Rate: home country comparison (2008)}


Although the foreign self-employed in the 1970’s constituted 2% or less of foreign migrants, this ratio later increased to 8.8% and in 2000, the number of self-employed foreigners was about 280,000. Foreign self-employed workers now employ 500,000 or more workers, and have played an important role as employers. The majority of these foreigners run businesses in the service industry, especially restaurants or the food retail trade.

In recent years, in Germany as well as in Japan, regular workers have decreased in number and there has been an increase in the number of so-called atypical workers who find jobs in new ways, as short-term workers, temporary workers and self-employed who make short-term business contracts. Some of these self-employed workers are thought to be making a system in order to bring in new people from their home country. In Germany, the employer must pay social insurance premiums for non-regular workers, and there is also a system for minimum income security for short time workers.²

2 Difference in Education

There is clearly an education gap between migrants and non-migrants. The positive influence on later stages of school education of children with a migration background who go to a child-care facility for a year has recently been realized. However, the percentage of children who go to nursery school/kindergarten among non-migrants is far higher, at 61%, than the 47% among migrants. In respect of the opportunity for children to integrate into the area, or to discover and develop their original capabilities, participation in recreation plays a function. But again, the participating rate in community recreation by migrant children is static at 31.7% in comparison to 54.7% among non-migrant children.

There is a tendency that the younger the child, the more difficult it is to get such an opportunity. If young migrant mothers cannot integrate into the communities, their children also lose the opportunity at a very important time in childhood, when the influence on development of speech and language or cultural acquisition is strongest. According to the data in 2010, 39% of migrants have not received occupational education. On the contrary, for the non-migrants, the rate was only 12%. Extending to general education, while the percentage of those who have not finished basic education among non-migrants is 1.5%, in the migrants’ group, up to 13% have not finished basic education.³ Migrants could only find a job after 17 months even after basic education completion, while non-migrants would be employed on an average in just three months.⁴

A correlation between the ratio of school dropouts and parents' level of education has also been reported. The tendency of low school attendance among migrant children seems to be a reproduction of low school education. Generally, the probability of boys' discontinuation in various educational stages is higher than of girls. The higher discontinuation rate of boys of migration background is explained by

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the influence of the sociocultural background in quitting school\textsuperscript{21}. Even if someone clears an unfavorable condition and goes to university with much trouble, tuition cannot be paid or studies may not be considered important in his ethnic community. For such reasons, the rate of quitting school is high.

A further bipolarization is recognized in comparing migrants’ national origins. Among the nationals of Turkey and Greece, which had sent out foreign workers in the past, there appear to be low results in many of the previous indices, but transferees from France or Spain sometimes have better indices than Germans\textsuperscript{22}.

\textbf{3} Health and Welfare Service

When people with insufficient ability in German language get sick, or become aged, especially in the early stage of dementia, communication with medical staff can be overly delayed, and they can be faced with various problems caused by lack of information. Even among native speakers, individual differences and difficulties appear in the expression of feeling and concepts in regard to particular health conditions. It is a double problem if German is not well spoken. Therefore, mental health problems such as dementia and depression are a still bigger burden not only for the migrants but also for medical staff. Comparison among three social measures, education level, voluntary insurance subscription rate and German capability, is shown in Fig. 4 from an investigation by the German Economic Research Institute.

As expected, there seems to be correlation in the insufficiency of German capability and years of study, only a small proportion of migrants are insured and it is hard to receive social security benefits.

Dr. Schouler-Ocak and his team of Humboldt University Charité hospital psychiatry visitor section conducted an investigation of 350 psychiatry clinics in the country concerning the main problems in regard to Muslim patients\textsuperscript{23}. 28% of the respondents pointed out the problem of communication or lack of understanding, and 40% of the respondents mentioned difficulty in cultural matters. In order to avoid such difficulty, the license education of social work and also of

\footnotesize


medical treatment must include training in understanding foreign cultures. Interpreter service in the respective native languages in these fields is also needed. The Ethnic Medical Center in Hannover established in 2003 is one such measure.

As Fig. 5 shows, not only is there a correlation between low education levels and high unemployment rate, no access to receiving a pension, and no specific benefits shows the difficulty of accessing basic benefits. The citizens’ feeling of mingled prejudice and rising unease, is that migrants would “exhaust all social security” and “block employment of Germans”.

4 Prejudice

The number of non-German suspects in criminal statistics is not increasing. However, there is still a strong tendency to consider that migrants and foreigners have a high probability of being connected with crime.

Existence of prejudice to migrants also became clear in the investigation of Zick and others about the actual conditions of prejudice in Europe. Fig. 6 shows some images of migrants or foreigners comparing the European average, Germany and Poland: one out of two Germans thinks that there are too many migrants, about half have negative feelings towards Muslims, and think priority in employment should be given to Germans.

(4) Integration Strategies at the Federation Level

The Migrant Law, revised in 2005, started the simplification of various procedures and promotion of integration. There are three main components in the federation measure for promoting migrants' integration, through the abolition of discrimination: “NIP”, “monitoring”, and “agreement and offer of lectures.”

1 NIP (National Integration Plan)

Following the March 2006 complaints to city administration by elementary school teachers in areas

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with high concentrations of foreigners and migrants in Berlin about the frequent occurrence of violent incidents in schools, the “1st Integration Summit” for comprehensive deliberation on the integration of foreigners and migrants, attended by 86 people from a wide variety of government and non-government organizations, was held on July 14, 2006 sponsored by Prime Minister Merkel.

This was regarded as the starting point for the decision on a “national integration plan”. Working groups for discussion on six themes were established: “integration course”, “German education”, “education, vocational education and vocational educational market”, “the situation of girls and women”, “integration activities in local areas”, and “integration activities for strengthening civil society”. Reports on 10 themes from the six working groups were submitted, and based on these, the “2nd Integration Summit” was held in July, 2007, where government decided upon the National Integration Plan. This national plan contains an action plans with 400 action duties and fixed numerical targets to which top priority should be given not only at the national level but also in each state, areas and among NPOs.

These indices are to be examined continuously, and the plan is expected to be agreed upon and widely implement. “Integration Summits” have now been held up to four times, and deliberations and dialog are continuing. The position of the administration, that “the base of an integrated policy is a dialog with migrants” makes it clear that the present difficult condition cannot be overcome without sincere

Fig. 6 Prejudice to migrant in Europe

movement towards symbiosis.

2 Monitoring

The minister on integration submitted the first report “Integration in Deutschland” on the degree of achievement of the integration index to the prime minister secretariat in June, 2009. The 12 indexes adopted here are:

Legal statuses, Education in early childhood and language-support, Education, Vocational Education, Labormarket integration, Social integration and incomes, Social integration in Comunities and participation, Dwelling, Health, Media, Intercultural opening of the administration and social services, and also Crime, force and discrimination.

In the report, analysis of the national monitoring investigations and the influence of sociocultural background are introduced, and detailed proposals for improvement are set out30.

3 Agreement to Integration and Integration Seminar-courses

Integration Seminar-courses, consisting of two levels of basic German, and a German culture course, with completion examinations, were started in 2007. About 600,000 people had started this course by 2009. This number corresponds to more than half of those who now have the qualification of lecture participation as a lengthier stay or as a migrant. The Federal Migrant, Refugee, and Integration Office evaluates this as proof of the great contribution of the courses in meeting the migrant needs.

In the application procedure for residence permission at the foreigner office, when permission is given, a guidance leaflet and application form are also given and the interview official is obliged to introduce the Integration Seminar. Participation is entirely voluntary.

The investigation conducted by the Department of the Interior showed “Results of Attending the Integration Course”, and the higher rank of “the Reason for Course Discontinuation”. It appears that even if people “became confident” in their German Language (41.4% ), it was not enough to be “Useful to go to a public office (23.8% ). Even if it could be” Useful in everyday life (42.4% ), there seems to be no special relation to “receiving education (13.4% )” or “Job finding (12.9% )”. Participation fees, one euro per hour, are reasonable, but even this is not easy for people who face severe living conditions, and many people have to resign before the course ends.

4 The Schools

Each ministry agency seems to hold different views of the problem. In the federal ministry of educational research, what should be emphasized for promotion of integration and serve as a core in education is summarized as follows31.

Schools need to understand migrants’ life situation more precisely. It is required not only to facilitate acquisition of German but also to give lessons in the native language, with greater employment of teachers of migration background. Diversity is not recognized in schools, and is seldom used as a resource. Research on the effects of self-image, ethnicity and re-ethnicity for those

with a background of migration, and on gender topics such as the functions of gender roles and social class are insufficient. It is important to understand clearly just how negative effects are given to migrant children from such inequality in the school system and in the content of education.

Thus, although various efforts are being undertaken by the administration, people's understanding does not necessarily change. Vehrkamp et al. carried out an opinion poll for 2026 suffrage persons in the summer of 2007. For the question “which is more important to promote equal opportunity?”, the answer “support in advancing to university, after graduating from school” obtained the greatest respondence of 81%. “Foreigners or migrants are employed more” obtained only 27% of total. Community sentiment is an important element of the environment, and considering “prejudice” in the results of this investigation, the need to change the sentiments of people in the community becomes obvious.

2. Immigration City Under Construction — Integration Policy of Berlin

(1) Present Condition of Immigration City Berlin

① Migrant population of 25%

Berlin is the city with the largest population in Germany, and in 2nd place after Saint Petersburg in Central-Eastern Europe. There are about 470,000 persons who do not have German nationality (13.2%) in the total population of 3,380,000.

Among these, about 200,000 are from Turkey, 100,000 from the old Soviet Union, 60,000 from the former Yugoslavia, and 45,000 have Polish nationality. Since the fall of the wall, migrants’ transference into Berlin has increased. The first refugees came from East Europe, especially from the war of Bosnia Herzegovina in former Yugoslavia, and from the old Soviet Union bloc. Among those who took German nationality after migration, there are also many who came to Germany from East Europe or Central Asia, and the population of “people with a migration background”, including those with acquired nationality, rises to 25%. This exceeds the above-mentioned 19% of the whole country. It is probably not too much to call Berlin a migrant city like Hamburg and Bremen, because one fourth of its population is migrant. The official logo for the Berlin state parliament integration migrant department is made from characters peculiar to various languages and various colors, such as red, blue, green, orange, purple, and navy blue, that form together the name of BERLIN, and express the image of cultural diversity (Fig. 7).

② More Turkish migrants and younger age groups.

From demographic statistics, tendencies similar to the national situation are also observed in Berlin. In a comparison by home country, people of Turkish origin accounted for the largest rate, about 100,000 people, as of December 31, 2008. They were followed by natives of Poland at about 40,000, Serbia at
19,000, Italy, Russia at around 15,000 and about 13,000 people from Vietnam\textsuperscript{32}. The migrant rate in each age group in Berlin at the end of 2009 is shown in Fig. 8. Here again, migrants’ population percentage is high in the younger age group: among minors, the rate of migrants reaches almost half. It is clear from this that the average age of migrants is younger than that of Germans, similar to the nationwide tendency. These statistics also show vividly that migrants who first came to Berlin later brought in their family members, and that the young age group is giving birth to children in Berlin, and building bigger families.

3 Regional difference

1961 – 1989, while Germany was divided into east and west, Berlin had been in a special situation, as it existed as West Berlin surrounded by East Germany. Fig. 9 shows the relation between the placement of divide-and-rule countries in 1947 and the wall which divided Berlin into east and west in 1961. East Berlin was ruled by the then Soviet Union, while West Berlin was further divided and ruled by the Allies, U.K., U.S.A and France. The districts in old East Berlin such as Lichtenberg, Marzahn-Hellersdorf, Treptow-Köpenick, Pankow have comparatively small percentages of migrants and foreigners, and areas like Mitte and Neukölln influenced by the Allies have larger ones.

One factor explaining the low migrant rate in the old east area could be the restricted acceptance of migrants in former East Germany. Also, after reunification, most contract workers (as foreign workers in former East Germany were termed) were returned to their nation of origin.

The especially large rate of migrants in central Berlin can be explained by the following economic structures. First, a downtown area tends to be easier to live in than a middle-classed residential town

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for those in an unstable economic situation immediately after transference. Next, in these areas, it is actually easy to move into rather cheap housing, and people from the same province increase in number automatically by following other family members or acquaintances.

4 Unemployment rate and insufficient education

The unemployment rate also serves as an important index that informs the situation of social participation as part of the promotion of integration. Table 1 shows the transition in the unemployment rate of Berlin. Although the unemployment rate increased once, and then began to decrease gradually in 2005, the unemployment rate of migrants at 30% is twice the total average, and the situation for the migrants is still severe. According to the German Economic Research Institute, every second Turkish person of working age does not have a job. The cause of this situation is said to be insufficient vocational training: three out of four Turkish migrants in Berlin have not graduated from school. Moreover, among about 6000 vocational training organizations, only 3% of these are attended by migrants.

<table>
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<th>Migrants</th>
<th>Non-German Nationality (N-G Femals)</th>
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<td>13.7</td>
<td>14.3</td>
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<td>25.9</td>
</tr>
</tbody>
</table>

Table 1 Unemployment-rate change in Berlin: Population category comparison (%)


(2) Brief History of Integration Policy in Berlin 1971 - 2006

After reunification Berlin was again in the limelight as the capital. It had to absorb the harsh economic conditions of the former East Berlin. In addition to maintenance of the entire region, cultural assets completely neglected after the war needed to be repaired, and Berlin faced major reconstruction of society, economy, and space. Although the 20th anniversary of reunification of Germany was celebrated last year, dramatic reconstruction was accompanied by problems such as decline in employment, increase in unemployment, expansion of social differences, and increased poverty.

In this situation, most migrants belong to socially vulnerable groups. A high unemployment rate and

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low school education makes for a negative view of the future, and promotes indifference to society and economy, and the tendency to stay within the ethnic and religion group. There seems to be a gap between the reality and the image of better living following integration desired by people from old East Berlin. Both migrants and non-migrants each have a background which makes integration difficult. In spite of the chronic economic crisis, the Berlin Parliament has made various plans and efforts to respond to this situation.

According to Gesemann, the migrant integration policy of Berlin has so far passed through three stages. The 1st period was 1971 - 1981, the 2nd was 1981 - 2003, and the 3rd from 2003. In the 1st period, the norm was to manage the foreign worker who moves in for economic motives, through trans-jurisdictional cooperation. In the 2nd period, there was a strong push for migrant participation, and the direction of policy changed to development and enforcement of integration. In the process, the Berlin state parliament made the foreigner policy the representative policy, and decided to adopt a dual policy of developing a more restrictive migrant policy and a more liberal integration policy simultaneously.

The integration policy again become one of the central subjects in parliament from the necessity of promoting the idea of integration and understanding beyond the 3rd term, 2003 and afterwards. The trigger was that the consultative body on migration and integration was founded by Günter Piening who became the chair of the integration office in that year.

This organization deals with discrimination for reasons of ethnicity, religion or sense of values. The mission is to promote practice of programs countering extreme right-wing principles, xenophobia and anti-Islamic principles, as well as reorganization of the index for promoting integrated policy activity, and strengthening dialog with Muslims. The organization is further burdened with promotion of the project by the federation and EU, including migrants' education, job opportunity improvement, improvement of refugees' treatment and development of an integration index, and “strengthening of the social dialog on migrant city Berlin”.

(3) A New Strategy: “Promote Diversity, Strengthen Cohesion!”

The core plan of the integration policy was introduced in Berlin during 2007 - 2011. The plan, “Promote Diversity, Strengthen Cohesion!” consists of eight elements. In order to realize these and build institutional checks, such concepts as “method abbreviation of enforcement”, an “enforcement domain”, a “guidance project”, a “bigger goal”, a “smaller goal”, and a “check evaluation index” have been set out.

① Cultural Diversity

The concern of Berlin is now to visualize the cultural diversity of “migrant city Berlin” and to create a welcoming environment for migrants. To that end, since it is important for culture facilities to be

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multicultural on various levels, Berlin promotes adoption of multilingual media in markets, public works and other areas so that more users including migrants can fully participate.

Concrete projects include “Exchange between cultures by artists and art”, “inter-culture dialog year 2008”, “foreigners public office as a service base for new transferees” and “proposal for specific object groups, such as company and university.” Among these are included “Business Immigration Service: BIS” for a business proprietors and foreigners with advanced skills that established by the IHK-Berlin and the foreigner office in 2007, and service by business trial and coordination center started in 2003.

② Career prospects for all citizens: routes to vocational education, employment and income.

Several efforts have been made to improve the still insufficient vocational education for the younger migrant group of Berlin. One is to develop modules for occupational recommendation, and the other is the recommendation of vocational training for people without qualifications. Less than 3% of foreign employers have a system of qualification / training in comparison with 6% of German companies. Development of a qualification system is also for the sake of employers who cannot create a training program themselves.

The migrants who have low education also have anxiety that they cannot complete or even follow the usual qualification education and training. A program has been set up aiming at preparation for qualification education for such people, teaching fundamental German and fundamental occupational capabilities. At the end of the 1st-step program, an evaluation check is conducted in cooperation with job centres.

③ Discovery and promotion of all children's capability: Reexamination of the contents of kindergarten, nursery school and school education

In order to erase the gap in levels of linguistic competence before entering school and in levels in school education, and to realize equal participation in adult qualification education and training, it is necessary to raise attendance rates to nursery school or kindergarten. Raising the rates of college admission and graduation also result in improvement in the employment rate. The effectiveness of organizations concerned with migrants also having responsibility over education has become clear. Schools, communities, and parents also need to communicate and cooperate more often. For such a background, various indexes and programs from researching needs to leisure-time activities were prepared.

④ Being on the side of all citizens: User centralization in management of a public office and in offering services

The focus here is migrants' equality in both access to and quality of service from administration offices, services and infrastructure. Spatial and mental ease of access to such institutions and organizations will greatly enhance access to opportunities and a better life. Many tandem projects of local centers and migrant initiatives have been inaugurated.

⑤ Adjustment and responsibility: Promotion of cooperation

The Administrative Division, especially the subordinate public office with many users, has had large barriers to migrants. In recent years, there have been slow but steady signs of improvement in, for example, the foreigner office, the health and social office of state and prisons. However, in state parliament office, introducing multicultural capability in connection with the information agency service or individual
communication in many languages has proved difficult.

In the new policy, it is planned to increase training, to advance personnel training, and to advance the maintenance and availability of information from policy to statistical data. It has been recognized that multi-lingual and multicultural guidance services are important in medical treatment centers and health centers. Although it is important to improve German ability, such measures will be necessary for the elderly who are less able to adapt to new language and conditions than the younger generation.

In addition, there are two guidance projects: to banish the cultural barriers to local public office, to raise multicultural considerations by preparing the circumstances for learning about original culture in cooperation with schools and youth organizations, utilizing social education specialists with migrant background.

6 Activation and participation: Fighting discrimination and strengthening civil society by collaboration.

Here, the target is to increase the number of migrants who acquire German nationality, to increase the opportunity of political participation, to prevent and intervene in discrimination and violence related to racism, anti-Islam and sex discrimination, and to strengthen programs involving youth and boys.

There are guidance projects for the participating in integrated consultation committee and council for hearing advice, local election rights introduction initiatives, and the nationality naturalization promotion Berlin initiative.

The advisory committee has proposed the introduction of “ethics” as a lesson in schools (February, 2006), together with strengthening the support to youth and families with small children (May, 2006), and plans based on these proposals are beginning to be introduced.

Projects on respect for democratic culture in Berlin include promotion of equality and anti-discrimination, damage consultation and criminal investigation of extreme right-wing, racism and anti-Semitic expression, construction of an anti-discriminatory network, and prevention of discrimination in collaboration between various institutions. There is also the promotion of intervention / prevention organization with emphasis on intrafamily violence like the Berlin intrafamily violence intervention center (BIG) mentioned later.

In addition, senses of values and religion peculiar to culture, such as the family's role and norms in education, in the situation of migration, work as a remote causes of discrimination and difficulty. As a result, many youths experience a contradictory situation in which they become much more dependent

Fig. 10 Campaign poster: Der deutsche Pass hat viele Gesichter (The German Passport has many faces).

“PASST UNS!” means “FITS US!”
on their ethnic group. This situation gives rise to an anti-social atmosphere and is connected with larger violence. As part of an anti-terrorism measures, approach to the youth also plays a very important role. For example, a program named Islamic Forum has been founded, to discuss the dignity of Islam and Muslims with Muslim groups, and to focus on fundamental values and norms, equal opportunity, self-determination, and democracy. About 25 representatives are sent into the forum from the Federal Republic, Islamic groups, other religions and migrant organizations. Various themes such as religious leaders’ training, the role of the mosque in Berlin, security, cooperation, and participation have been discussed.

7 Confronting exclusion: Refugees / political refugees’ prospects for the future

Although the state government knows the number of people who are officially asking for asylum, the number of those who cross the border illegally or reside in Berlin illegally is unknown. However, it is clear that their living situation is difficult. From 2003, the Berlin state government has carried out legal revision in order to offer housing and benefits to this group.

In Berlin there are respect of healthy, private support networks by ethnic networks, private organizations, and doctors, etc. who also provide people without status of residence with fundamental medical treatment in cases of serious injury or other medical emergency. Since medical expenses can not be paid without insurance, a fund is to be set up though the proposal of a refugee assistance organization, although it was very difficult to gather enough money. When a social worker intervenes, even in case of migrants, the treatment is the same for undocumented and homeless people, and the procedure of insurance calculation may also be possible.

8 Sharing of the target and clarification of responsibility: Strengthening collaboration between state government and community area.

Through cooperation with division administration Berlin state government expects to get consultations or support enforcement so that the actual conditions in the front line can be changed and the desired achievement could be adjusted, and that policies become more realistic. Specifically, the state imposed a rule that common decisions of the action plan on important items, common establishment of a consultative body, and common installation of an integration representative agency be reported during 2007 or the 2008 fiscal year.

(4) Evaluation

To control whether these plans and goals are fully achievable, and to clarify obstacles, the State of Berlin set up the original major ten items, as seen below, following national monitoring of 14 major items. Each major item consists of 1 to ten sub items.

① Labor, qualification, employment, and economy (the number of social insurance candidates, unemployment rate, unemployment rate of aged 25 and below, the number of qualification education of 18-24 years old, etc.)

② Education (at least three-years attendance to nursery school: KInderTAgessätte, German capability test in the 7th grade, the number of graduation companies of universities and special universities, etc.)

③ Coherence in the legal and administrative area
Intercultural openness (migrant rate in employment; migrant rate in a public service)
Participation and strengthening of civil society (right to participate in local election, number of lawmakers, and a consultative body, a criminal assailant / the number of victims, international marriage, etc.)
Refugee policy
Culture (cultural facilities, facility users, the number of program servers, etc.)
Legal integration
Health (participation in early childhood education)
Social situation (the numbers of recipients, such as service of the Social Law II and XII of Chapter 4, i.e., unemployment benefit, welfare benefit money, and pension)

3. Measures towards Multicultural Symbiosis

(1) Children and Families
In recent discussions regarding integration, people recognize the correlation among following factors: discrimination on the grounds of race and religion and values, high unemployment and poor education, language and culture barriers. Therefore, early childhood education is considered essential to interrupt this chain, and family support is an important focus in integration policies.

① Parents Support and Urban Mother Support
There are “parents supporter” and “urban mothers”, which act as cosponsorship enterprises between the government administration and community areas mainly for children and families in the guidance projects.

The whole country is trying the “parents supporter” besides Berlin. The main contents of this program are raising and dispatching people who understand different cultures and customs and have good communication skills. Each area defines its own quality management methods, such as a rule to pay, project control and supervision for each supporter.

The purpose of the “urban mothers” project is the same as that of the case of a “parents supporter”: to support the growth and the education of children in families suffering from social disadvantage, through the staff training, the home visit, and station activities (for example, family cafes) and so reinforce support nets among families in the communities and build contacts among neighbourhood. In the Kreuzberg division with very many Turkey migrant families, this program is being carried out in cooperation with a Protestant welfare cooperation Diacony Berlin Stadt Mitte e.V.

There are some reports that of those who are trained and started activity in this way, some women have progressed to a social assistant's qualification program. It has also been observed that social participation not only of the families receiving support but also of people who try to become supporter has been further promoted.

② “Families in Berlin”
“Families in Berlin” is a 250-page guidebook, published by the Berlin Ministry of Educational and Science, showing the kinds of support offered by Berlin. This ranges from childcare advice for pregnant women, to information on emergency services, and guidance to action in emergency situation. It also
functions as a convenient contact address list in each place of residence.

③ “Berlin alliance for family”

The “Berlin family alliance” is a state-wide organization established in November, 2005. The combining of existing services and more effective setting out of new plans should have good influence not only for families but also for companies and organization, and for Berlin itself. Based on this idea, the goal is to obtain practical improvements for families through the cooperation of the business community, social organizations, state government and family solidarity organizations.

④ “Early Excellence” Berlin Model

The term “Early Excellence” means to provide a wonderful early childhood educational environment. The program has three principles: that ‘every child is wonderful’, ‘parents are the first educators’, ‘preschool / kindergarten is a center for the whole family’. The third principle especially focuses on such centers as service and communication centers for all families in cooperation with other institutions, by making the educational facilities for children into an important focal point of an area.

From the time of foundation in 1874, Pestalozzi-Fröbel-Haus has placed holistic education, consideration of every child’s characteristics and family background, and learning through play, at the center of its education philosophy. In accordance with this view and similar to the concept of “early excellence” developed in Great Britain in the 1980s, the first “early excellence center” in Germany was founded in 2001 in Berlin. In order to improve the environment fast, it began with nursery school and kindergarten. Now, family centers, elementary schools and junior high schools, school social work offices, youth institutions, run side by side, and connect the ideas with each field of practice. A PFH social education/vocational school program is also a subsidiary enterprise.

⑤ “Association of New Education: ANE (Arbeitskreis Neue Erziehung e.V.)”

ANE was established in Berlin in 1946, immediately after the war, to erase the educational ideas of national socialist despotism as soon as possible, and to realize a society in which small children, youth, and parents cooperate with each other. The contribution of such activities in developing German democracy is not inconsiderable. Activities with the focus on a child’s right to protection are to be developed in order to secure safe space and the feeling belonging in the family and the school.

[Participating promotion] One of the activities on which ANE puts emphasis is support to people for whom social participation is difficult. Children, youths, and all families are included in this emphasis, as well as people for whom social participation is difficult, and those belonging to a minority group.

[Viewpoint of multiple cultures] The viewpoint of multiple cultures is indispensable to democratic education. In ANE, emphasis has been put on promoting multicultural skill, and this continues unchanged. One of the most important issues is for children and families to find ways to live together while respecting and learning from each other.

[Parents Forum: BEN (Berliner Eltern Netz)] In many cases, concerns of parents had been expressed from a special initiative group. Not being opened to various parents has been seen by some as a problem. Therefore they now run forums enabling active participation by clarifying various parents' individual as well as common concerns.

[With Parents For Parents “Parents Correspondence”] Parent-oriented warm services have been
developed and published with a view to the accessibility of parents all over Europe. One such example, “Parents Correspondence”, is one such publication, while publications concerning children of 5 to 6 years old and 6 to 8 years old are quarterly issues. Publications for up to 3 years old and 4 to 5 years old can be received every two months and up to 1 year old, every month. Child-rearing information according to particular stages are sent 48 times over eight years for a total of 70.5 euros. In 200 cities and areas besides Berlin it can be applied for in youth offices and is available by post for free.

[“Parents Correspondence: Turkish-German version”] For Turkish families with 0 to 14-year-old children the publication is distributed in two languages. It describes how a Turkish family newly come to Germany engages in child-rearing in two cultures, and how children grow, in 16 stories. Daily life and the wisdom of children-raising are comprehensively set out.

Beside these, “Adolescence Correspondence”, “Parents Correspondence: the special version”, “School Parents” are published in 4-10 languages. They are aimed to meet various needs by various themes, such as the problem of parental authority in connection with divorce and separation, compulsive marriage, intrafamily violence, language acquisition, and a big city encounter on the way to school, changes in adolescent mind and body and the influence of environmental, sex, violence and drugs.

(2) Projects for Youth

A very important role in the anti-terrorism measures mentioned above has been to develop early approaches to young boys. Such measures at the state level started as prevention, concentrating on racism and anti-Semitism and especially extreme right-wing ideas and also as an intervention measure to young men. According to Carola Bluhm, the Minister for Integration, Labor, and Social Problems of the State of Berlin, “democracy, diversity, and respect” are the keywords, and 35 projects have been planned for 2011, investing 2,325 million euros. In addition, in order to introduce the Area School Project over 2008 – 2011, 22 million euros have been invested to create a more open system in which all children study together until tenth grade and so break down the rigid divisions Basic Schools, Vocational Schools and Gymnasia.

① “Anne Frank Zentrum”

To commemorate the 50th anniversary of the liberation from Nazism, in 1994 a touring exhibition, “1929-1945 World of Anne Frank”, was held also in Berlin. The Anne Frank center was established in central Berlin in 1998, with the cooperation of the Anne Frank House of Amsterdam. The role of the center is to keep alive the memory of persecution of Jews and in the hope of influencing youth of the same age as Anne Frank. From 2006, the regular exhibition “Anne Frank: now and here” is running, and many training programs are offered in educator-oriented multicultural capability and on the theme of anti-Semitism. According to the center, in 2010, 9000 persons participated in these educational programs, and a total of 16000 people visited the exhibition or heard the lecture.


38 Anne Frank Zentrum, www.annefrank.de/
The State center for political education has established an Internet website to bridge democracy and Islamic youth, and publishes newsletters with messages from intellectuals or information exchange. Fig. 11 shows a photograph and comment published on the site. The combination of marine sports and the Islamic convention of a woman covering her hair and skin might indicate the groping for an attitude which accepts the diversity of modern society, and symbiosis.

While there are many attempts to promote such cultural understanding and multicultural symbiosis, the limits of acceptance can also be observed, as well as evasion mechanisms when positive efforts end in failure. A lecture course in Islamic-German symbiosis, established with the support of the German government at Osnabrück University, is currently attracting attention as the such first trial in Europe. Islamic leaders highly trusted by migrants are asked to focus on German culture, and work to promote understanding of German culture within the Islamic community. This is a still new trial and only some Islamic religious groups participate. However, there are also people who feel that the ways of making compromises in the sense of values should be determined carefully by the individuals or communities concerned, and there has been something of a backlash because the proposal came from the side of German culture.

The migrants employment project in public service: Campaign “Berlin is asking for you”.

One of the measures in connection with the integration policy is “Berlin braucht Dich.” This initiative was carried out in cooperation by the Berlin state legislature migrant office, Labor and Social Affairs Bureau, Education and Science Bureau, the internal-affairs office, and the sports office, and coordinated by BQM, the Vocational qualification-network for Migrants in Berlin. It is expected that people who work in the public arena should function as role models.

All jobs in this system were short-term on-the-job training, requiring a fixed qualification and it was not possible to find a full-paying job immediately. Various occupational descriptions are introduced in the pamphlet which also explains clearly how to acquire qualification, to find funding and how to apply.

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39Bundeszentrale für politische Bildung, www.bpb.de/themen/1ZVOOY,0,0,Jugendkultur_Islam_und_Demokratie.html

40NHKBS1 “World Today” special edition: It is argument boil in? Germany where immigration ruins a country. February 17, 2011 on air (今日の世界 2011年2月17日放送 特集：移民が国を滅ぼす？ドイツで議論沸騰）.

41“Berlin braucht Dich!” www.berlin-braucht-dich.de/
same thing can be seen on their website, where there is also an introduction of the proposed qualification courses.

As of February 10, 2011, the Federal Environment, Nature Conservation, and Nuclear-reactor Ministry was calling for “federal office related professionals (3 years qualification) in Bonn and Berlin”, the Federal Diet for “Plan development section person” and “computing professionals for system integration”, and the Federal Organization for Physical Technic in Berlin/Braunschweig for “Systems engineer”.

As other examples, the occupational descriptions currently introduced in the pamphlet vary from construction apparatus engineer or surveyor to air-conditioning engineer, government official middle-class job, prison personnel, teacher, restaurant staff, care worker, medical assistant, and IT related work. It comprehensively describes what kind of young person’s feature can be efficiently employed in relation to the features of the job.

So what has been the result of this kind of measure? Data published by the State of Berlin (Fig. 12) indicates that the rate of migrant unemployment remains at a low level compared with the percentage of the migrants to the whole population or youth, although it has increased slightly from 9% to 10% from 2005 through 2007.

(3) Projects for Women

Women meet many social difficulties in the course of pregnancy, delivery, and child-rearing, and these often come together in such a complex way that it is difficult to find a solution. Despite successful escape from intrafamily violence, there may still be a sense of despair with no place to live and no job to ensure survival. In order to focus on the state of support to such women, and to explore directions, the meeting “women facing a crisis: support-networking for women damaged by violence and become homeless” was held on September 22, 2010, sponsored by three organizations; the social worker training ASH (Alice Salomon Hochschule), AWOK which supports people who have housing problems, and BIG e.V., the Berlin initiative which opposes violence to women.

Some difficulties peculiar to foreign women were noted. Women with a migration background in many cases do not have regular status of residence so they are not eligible for protection, based on SGB

![Fig. 12 Percentage of persons who found a job at public service.](Arranged from Berliner Integrationsmonitor 2009 Indikator 4.2)

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Since such women fear discovery under the foreigner law, it is potentially difficult for them to have access to a female protection institution (Frauenhaus). Huge barriers of language and cultural understanding in supporting women with problems such as a psychiatric disorder or addictions was also noted.

1. “Encounter and information-exchange group for Turkish women TIO”

Activities for specific ethnic groups are also being carried out. TIO in Kreuzberg is an authorized public organization for vocational training and job placement, established in 1978 and managed by 16 women from seven nations. It supports the campaign “Berlin braucht Dich!”, is a council member of “Public Service Employment Training for Migrants”, and also ties up with the Berlin parliamentary secretariat, and with the public offices of those divisions with large migrant populations such as Neukölln and Friedrichshain/Kreuzberg. TIO also cooperates with the protection institution PAPATYA for Turkish women, in order to bring the chance of employment to migrant women who have escaped from violence to a protection institution.

TIO has offered training for five years since its inauguration in 2004. According to the original data of TIO, of the 139 persons who participated, 64 took up the public training placement or gained employment, and 37 persons achieved entrance to qualification schools.

2. Anonymous temporal shelter “PAPATYA”

One of women protection institutes, the anonymous temporary shelter, PAPATYA (meaning Camomille) was established in 1986, superintended by Turkey-German Women's Coalition. This is a shelter for women from 13 to 21 years old, and besides victims of sexual assault, it accepts girls who escape from family threat, such as “compulsive marriage”, “not getting a visit to school”, and “going out being forbidden.” Stays are for two months in principle, but extensions may also be accepted.

3. “The Berlin initiative to fight violence against women”

BIG e.V. is an organization established in 1993 with the intention of gathering neighbourhood and social support in order to stop the damage of intrafamily violence. They are developing activities on the basis of strong cooperation with the state government secretariat and the police, and are working to

(Hrg.) Dokumentation - Frauen in Not: Vernetzung der Hilfen für wohnungslose gewaltbetroffene Frauen, p. 12.

In SGB XII chapter 2 Section 8, the domain of social security is appointed at living expenses, advanced age, health, an obstacle, care, special social difficulty, and others. In Section19, the fundamental view about the security candidate of each domain is defined, for example: “(1) Those to whom the living-expenses security specified in Chapter 3 can obtain necessary minimum living expenses from neither ability nor its tool, especially fixed income nor property are applicable. The income and property of the husband and wife or the life partner (de facto husband and wife: author) whose lives are united, and are the target of calculation. Minors and unmarried children belong to the household economy of the parents or parents, and it is to be taken into consideration that necessary minimum living expenses should be paid from the household economy of parents.”


TIO official website, www.tio-berlin.de/index.html

www.tio-berlin.de/bv_fragen.html (2011,2,10)

involve those areas which have not yet participated in the anti-violence movement.

There are three functions/organizations, “BIG Hot Line”, “BIG Adjustment”, and “BIG Prevention”, under the influence of BIG e.V.

“BIG Hot Line” tries to increase access for damaged women in cooperation with other organizations. For example, the police can give out a woman’s telephone number on the basis of her consent to a neighboring help desk and “BIG Hot Line”, then they can contact her and offer clear support. It is reported that from September, 2005 to July, 2007, 26% of the women who were contacted in this way and accepted support were migrant women.

“BIG Adjustment” consults about the conflict with the party concerned or their representative to record and analyze intrafamily violence and the content of intervention, in order to develop measures, including support to the assailant. They also organize meetings with specialists among the police, lawyers, youth support, migrant support, and female support.

Since children are also concerned in intrafamily violence, in addition to parents or a specialist, “BIG Prevention” sees fourth to sixth grade elementary school children as subjects needing support. “BIG Prevention” offers various programs, such as training courses for school teachers, parents' education lectures, and workshops for children, as well as individual consultations, case examinations and education activities using theater, and education activities by round exhibition.

(4) Self-Help Group Projects

① “Self help exchange and information center SEKIS”

SEKIS is a self-help group and an exchange and reference point of activity, as the name suggests. People who want to cope with a problem through self-determination are considered to be able to acquire new insights through such an opportunity. SEKIS offers the possibility to produce solidarity among individuals, groups, and organizations, and works in various ways for positive change in the process of accepting and allowing difference in views and values.

There are many self-help groups in Berlin treating such problems as diseases, handicaps and various psychological conflict situations. Naturally there are also self-help groups who focus on migration background as a common theme, migrant organizations among them. Such groups, which do not need to be based on demographic statistics, should take an important role in such a multicultural city as Berlin.

② For everybody with everybody in Berlin “Migrant Integration Activity Association IMA”

IMA aims at connecting between migrants and German society by activity for migrants by migrants. The first purpose is to improve the situation of youth, families, elderly people, and disabled people with a migration background. The aim is openness of management, without regard to differences of religion, race, nationality, speciality or social status.

“Çamlık – Stadtoase (city oasis)” is a multi-generation multicultural exchange free space, which IMA took the lead to establish in May 2008. It has an open structure, where everyone can drop in freely, and

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53 SEKIS official web site, www.sekis-berlin.de/
can expect to encounter people who differ in culture, language, and life experience. Various consultations of problems in family, life, law, and pension, etc. are also available.

3 Expert involvement by the Institute for Social Work and Social Education: The migrant organization in social work

The Institute for Social Work and Social Education was established by the Workers Welfare Organization AWO in 1974. They are active mainly in Frankfurt and Berlin as a nonprofit institution that has become independent since 1991. The contents of activity are mainly the designs for the development process of social welfare, and they offer scientific support for government ministries and government offices, local self-governing bodies, welfare organizations, or welfare service providers.

The expert meeting “migrant organizations in social work” was held as one of the projects on October 28, 2010, where they pushed forward the migrant organization, which had been understood as a potential bar against members' social integration, as an important site of social work, and discussed the possibilities of self-help activity in five domains of youth support, female support, elderly-people support, family support, and health support.

(5) Projects for the Elderly

Among the examples seen so far, the focus of concern are approaches towards the younger age group, in working towards a better future and intervening preventively, and towards women who are even more vulnerable among migrants. However, people who came 50 years ago as foreign workers are already advanced in age, while migrant newcomers will also reach advanced age. The theme of migrant elderly receiving services has been unimaginable until very recently, even while the migrant labor force, such as care workers, have attracted attention although nursing-care services for elderly people in German facilities or homes, where low birthrate and longevity are advancing just as in Japan.

In 1998, the Berlin Ministry for Health, Society and Consumers submitted to specialists on the situation of “the migrant elderly people of Berlin”, and the area of social policy developing from this. Thus, migrant elderly people were for the first time the targets of the policy, and through this process, people became more conscious of the process by which migrants initially came to Germany as a labor force and had continued to live in the country until advanced age.

In the 2002 forecasts of the migrant population aged 65 and over living in Berlin, it was assumed that the 23,000 elderly of 2002 would increase to 57,000 by 2020. If nationality-acquired persons are added, the total could be expected to rise to more than 30%. In such a situation, the migrant group would come to occupy a bigger position in policy for the elderly. AWO and Caritas think that such people will have problems, such as an unstable situation by having moved back and forth between countries, social

55ISS official web site, Migrantenorganisationen in der Sozialen Arbeit, www.iss-ffm.de/?id=502
isolation after leaving jobs, experience of discrimination, poverty, and restriction of rights as foreigners.\(^{57}\)

AWO itself has gone further in providing qualification programs and language training service, and also developing actual migrant worker welfare services over 40 years.\(^{58}\) The Federal Public-Benefit Welfare Organization Association (BAGFW), of which AWO and Caritas are also members, explained “the self-setting duty as a welfare organization inside of an NIP framework”\(^{60}\), in 2006, in accepting the federal government's NIP decision.

The association focuses on the theme of aging in Germany. Each local office of the project, in cooperation with native speakers, undertakes bilingual information dissemination in Russian—German and Turkish—German, and conducts targeted cultural communications-skills training programs, which help migrant elderly people to acquire information about support. There are also tours in which people can actually visit institutions, and have direct contact with staff personnel, so the barriers on both sides fade. In this way, migrants' self-help capability can be activated, with the effect of recognition of their own power and the increased awareness of relevant personnel. The development of such an attitude leads to services of higher cultural sensitivity.\(^{61}\)

The guidebook “Elderly Migrants in Berlin”, developed by AWO and Caritas in 2006, introduced these points of views, the definitions of categories of “migrant” and the various places in which consultations are undertaken. In addition, there is a check list of services corresponding to multiple cultures for the reference of carers at home and also in facilities, on the five domains of information, understanding, workers, care, and networks.\(^{62}\)

(6) Educational Initiatives

1. Excellent measures by civic organization are publicly honored

A corporation capital Berlin initiative (IHB), for which intellectuals gathered from each field regardless of faction, was established in 1990 in order to influence politics through wide-ranging discussion of issues accompanying unification. These discussions have focused not only on integration of the east-west problems but also of migrants and foreign workers. IHB started “the Capital Prize of integration and tolerance” in 2007 in order to promote effective projects on the issues accompanying the increase in migrant population. Some concrete trials by civic organizations can be understood in the following

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\(^{57}\)Ibid, p. 9.

\(^{58}\)AWO official web site, www.awo.org/dienstleistungen/migration.html (2011.1.18)

\(^{59}\)In the field of medical treatment and welfare, the six major welfare organizations monopolized services for a long time. But as the public care insurance was introduced in 1994, dissolution of this monopoly and entry of the market were expected and support for small volunteer organizations, such as other small welfare organizations and self-help groups, etc. were offered positively. The six major organizations were AWO, Carita, Der Paritätische Wohlfahrtsverband; DPWV, Zentrale Wohlfahrtsstelle der Juden in Deutschland; ZWST, Deutsches Rotes Kreuz; DRK, Diakonisches Werk der Evangelischen Kirche in Deutschland; DW.

\(^{60}\)Bundesarbeitsgemeinschaft der Freien Wohlfahrtspflege e. V. (2006). Bericht zur Umsetzung der Selbstverpflichtungen der Wohlfahrtsverbände im Rahmen des Nationalen Integrationsplans, p. 23.

\(^{61}\)Ibid

\(^{62}\)Ältere Migrantinnen und Migranten in Berlin - Eine Handreichung-, pp. 58-60.


56
The introduction of the 2009 award projects.

The project awarded first place in 2009 was “Network Studenthelp Rollberg” by organization MORUS 14 which is working for educational, cultural and social networking in Neukölln Rollberg division. The content of the project is activity by 160 to 200 volunteer registrants, supporting free German language teaching, which contributes to integration and vocational training completion for students and their families. The results, observed among students, parents, and local residents, were a strengthened feeling of citizenship among the stakeholders, such as police, schools, Arab or Turkish cultural facilities and both Catholic and Protestant churches.

“Mean Stream” by Kiezboom e.V. (Berlin-Wedding, established in 2005) in second place, is directed especially towards programs providing migrant youth with leisure-time activities, such as music, art, and sports. The leaders of the art activities who work as organization representatives or coordinators are models for the youth in this area, and have played a role in preventing youth violence. It was evaluated as a very meaningful activity to enable to continuous relationship in difficult and vulnerable cases, while keeping an eye on the children who have fallen through the cracks. The necessity for this kind of “watching over” is increasing and the activities of this project are easy for children to access.

In the third place was “MüfüMü – Mütter für Mütter (mothers for mothers) – Integration auf Augenhöhe (Integration of eye-height)” by Diakonie- gemeinschaft Bethania e.V. in cooperation with Quartiersmanagement Moabit West since autumn 2006. Their target is integration of mothers as the key to families with a migration background. The activity is to support the utmost utilization of services and resources already in the area, in order to conquer various barriers. Their central concern is to create an integrative network in which public offices, local administrators and organizations work together to provide support and coordination.

Social-worker education: Preparation to promote peace and social justice

“Cultural Conflict Management” Intercultural Conflict Management M.A.

In the Berlin State Alice Salomon University master's course, consisting of social welfare and specialized social education, there are three specialities, “Cultural Conflict Management”, “Comparative European Studies”, and “Intercultural Social Work: Russian - German double master”, focusing on the study of international exchange and associated problems. Above all, “Cultural Conflict Management” has been developed as a special course for responding to cultural diversity or conflict, dispute, compulsive or voluntary migration, human rights abuse, and social education challenges. The course is centered on the recognition that problems such as strain and social differences, which are increasing at regional, state, and international level, are important issues which threaten individual life.

Students who do not belong to this major can also take up to 3 module unit subjects from this course in one semester. The course is focused on the teaching of practical and useful skills, and raising the

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64Yagi, Arisa and Lohmann, Ulrich (2009). International Exchange of the Social-Work Education in Germany: from an example of the programs in Alice Salomon University. Japan College of Social Work international comparison research report in fiscal year 2008, the Japan College of Social Work Social Work Research Institute

65Alice-Salomon official web site, www.ash-berlin.eu/

66A module is a subject unit which consists of some related fields. The system here is to acquire a unit (European Credit Points: ECTS) by studying these. It is permeating student mobilization within the EU sphere.
quality of personal participation in the special field of cultural conflict management. Academic teaching staff are drawn from a number of prestigious German institutions and universities as well as international organizations like Amnesty International.

Graduates of this course are playing an active part in organizations such as ministries and national government offices, and international organizations like International Organisation for Migration, dispute management organizations like development supporting organization, such as the German Technical Cooperation Center (GTZ), the development assistance association AGEH, Zentrum für Deutsch (ZFD), and the European Conflict Prevention Center (CCP), besides foundations, NGOs and labour unions.

Conclusion

As mentioned in the beginning, the former German President Wulff expressed in the 2010 unification memorial day lecture that “Islam is a part of Germany”, in an attempt to orient the recognition of the German people and German residents towards integration. On the other hand, as the premise, if people are to live in Germany, an understanding of the German culture and constitution is also required.

Prime Minister Merkel declared in Parliament in the autumn of 2010 that multicultural society (multiculturalism) of Germany was a failure. In the era of West Germany, Chancellor Kohl said, “Germany is not an immigration state - it is only that there are guest workers, who are here temporarily”. In that period, it was not assumed that workers’ families would come and even after re-unification there was still no response to the shift from the mindset of “labor problem” to that of “life problem”. However, the question still remains as to whether the various cultures now existing in Germany are really treated equally with German culture: the answer must still be “no”.

A mosque with a capacity of 1200 people is currently completing construction within four kilometers of Cologne Cathedral. It is due to be opened in May 2012 and will be used by the Turkey Islam Union as their central facility. Since the granting of building permission in 2008, the opposition movement has become stronger as construction has progressed. Even a citizen’s political party taking advantage of the event to fight against Islam has appeared.

As for the State of North Rhine-Westphalia with Cologne, the number of foreigners and migrants is over 20% of residents. In his 2010 best selling book “Deutschland schafft sich ab (Germany collapses itself)” the former director of Deutsche Bundesbank, Thilo Sarrazin, wrote that migrants are adding to the problems of the German economy and society, however much the government is putting forward the integration policy. People who oppose the increase in numbers of Muslims, and what they see as the overprotection of rights, strongly support this view.

As we have noted in this report, various positive measures are now being made at the federal as well as the city level. But according to Sato\textsuperscript{67}, most of these are approaches from the side “to accept”, and it could well be that these measures might be viewed by some as forcing and aggressive, in implying that immigrants have a moral obligation to integrate themselves to Germany because so much effort has

\textsuperscript{67}Sato Shigeki. (2010.10.9). From “Non-Immigration Country” to “Country of Integration” Transformation of integration discourse in Germany. Paper for the 10th meeting og the German-Japanese Society for Social Sciences. in Hosei University.
been put into preparing the conditions for them. The radicalization of anti-Islamic feeling has produced a backlash among Islamic migrants, now up to 4 million in number, and the feeling that Germans do not appreciate the long period and the extent of their contribution as the labor force of the country.

Sociologist Bozay describes it as “a foreigner will be made / raised as a foreigner.” In this way he states the importance of educational prevention and intervention among youth who themselves have a negative racial consciousness. Such a situation tells us that it is not easy to cancel the accumulation of everyday consciousness however the project may be promoted from the administration side.

Through the activities described in this report, it has become clear that although a great many people are making various kinds of efforts, the optimal solution is not yet in sight. Even after the planning and implementation of so many initiatives and measures, questions still remain. Just how unified should society be? How much diversity can the culture or society accept? How far should the majority accept the political status of a minority? How much should a migrant do for himself, by himself?

In conclusion, we present the Berlin version Multicultural Calendar in Fig. 13 below, showing cultures and religions in various colours of rose, green, blue, yellow and purple. The Calendar enables us to look at all groups simultaneously, giving direct expression to the diversity of people who live in Berlin. Whatever the words used, whether integration, acceptance or symbiosis, the common requirement is that all of them is the “will” of the various people who try to exist together.

To be able to share each other's concern and to be able to live paying respect to other’s values, we must accept the universal attitude that every human being is somehow connected. But even after all the initiatives and changes which have been carried out in the country, this is still a major issue in connection with migration and multiple cultures.

* The authors are deeply thankful to their colleague Helen Fujimoto who offered various support from examination of the contents to the English expression.

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Fig. 12 The Berlin version "2012 multicultural calendar."
Each national holiday of Christianity, Islam, Judaism, Buddhism, Hinduism, and Baha’i are shown. Other states have also this multicultural calendar with original design. Der Beauftragte des Berliner Senats für Integration und Migration (2011). *Interkultureller Kalender.*
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“Journal of Social Policy and Social Work”
Edition Guidance

1. The document discussed in this guidance is named "Journal of Social Policy and Social Work", an English journal published by the Japan College of Social Work. It shall be published annually on or around March 1st.

2. Contributors to the "Journal of Social Policy and Social Work" shall be basically researchers and educators of the Japan College of Social Work and guest professors of the Social Work Research Institute. When co-authoring a paper, a researcher or education member shall be the primary author. Contribution of an overseas researcher may be requested if the administration committee admits the need.

3. Manuscripts used in the journal will be edited by the members selected from the administration committee of the Social Work Research Institute. Manuscripts will be recruited in April. The administration committee will determine the manuscript to be published. However, the format of the manuscript may be changed by the editors to conform to the total format.

4. A manuscript to be published in the journal should not have been published in any other journal.

5. The categories of manuscripts to be published in the journal shall be limited as below:
   (1) Research paper
   (2) Research note
   (3) Other categories approved by the administration committee.

6. A manuscript shall be written in accordance with the guidance and submitted to the office of the Social Work Research Institute by the end of November.

7. Basically, a manuscript may be rewritten once by the writer himself/herself.

8. The published journal shall be distributed to the researchers and educators of the Japan College of Social Work and relevant organizations and parties. Thirty off-prints of the article shall be given to the writer. However, if the writer requires more than 30 copies, he/she shall pay for the extra copies.

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10. This guidance shall be enforced from July 8, 1996.

This guidance shall be enforced from Dec. 20, 2001.
This guidance shall be enforced from Oct. 17, 2002.

“Journal of Social Policy and Social Work”
Guide for Submission of Manuscripts

1. Anyone who wishes to submit a paper to the Journal should enter the writer's name, paper title (in English), number of words planned for the manuscript, number of figures and tables and number of off-prints required and submit it to the office of the Social Work Research Institute.

2. Manuscripts should be typed using horizontal, double-space format. Manuscripts may also be submitted by floppy disk. In this case, the applied computer model and software program name should be clearly described.

3. The maximum number of words in a manuscript should be 6,000 per article, not including figures, tables, notes, and quoted documents. The writer should also submit a list of key words and an abstract of about 250 words to accompany the manuscript.

4. Figures and tables should be submitted in attached sheets and the places where the figures and tables will be inserted must be indicated in the manuscript. Each figure or table will be counted as one page. No more than 10 pages will be allowed. If the number of pages of figures and tables greatly exceeds the given limit, the administration committee shall discuss the matter and may decide not to publish the paper.

5. Notes and quoted documents should be marked with numbers in small letters in the given position (each number to be enclosed with parentheses at the upper right of the description of the corresponding note or quoted document). They should be listed at the end of the manuscript.

6. Basically, the detailed rules of writing a manuscript are as shown below:
   1) The paper shall be organized based on the following rules:
      (1) Description of chapters: I, II, and III
      (2) Description of sections: 1, 2, and 3
      (3) Description of clauses: (1), (2), and (3)
      (4) Description of sub-clauses: ①, ②, and ③
   2) The paper title, writer's name and department/division to which the writer belongs shall be clearly given on the front cover of the paper.

7. This guidance shall be enforced from July 8, 1996.
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