



**Developing capacities together:
European CSO-university networks for
global learning on migration, security
and sustainable development in an
interdependent world (InterCap)**

Activity 1.1.1: Audit on migration, sustainability and development education

National level Report – WUS DE

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1. Introduction

1.1 Limitations of the Report

This Report can only address certain aspects of the so-called migration crisis and sustainability, given the framework provided. A holistic approach towards the causes and consequences of migration for target groups regarding the issue of development education potentially calls for a very wide range of issues that would have to be reviewed. The Report therefore focuses on a selection of topics in line with the project proposal and bearing links between these topics in mind.

1.2 A wider range of causes of migration

A number of studies and reports suggest that tracing back present migration movements into Europe mainly to climate change would represent an unwarranted reduction of the issue and would hence prove counterproductive in terms of educational concepts. For example, while migration related to climate change is set to increase as global warming builds up, climate refugees account for only a very small share of migrants actually coming to Europe. In many areas, violent conflicts play a much greater role, although these may originally be related to climate change. Similarly however, large numbers of smallholders, especially in sub-Saharan Africa, are being displaced by land-grabbing. Here, rural exodus could trigger other developments in burgeoning megacities, which in turn might also have consequences regarding longer-distance migration.

Correspondingly, responses to migration in host countries may be based on humanitarian considerations, e.g. in the case of refugees from war zones. In contrast, migration may prove highly beneficial to a host country lacking skilled labour or in need of care workers for an aging population. Receiving large numbers of migrants, and especially refugees, requires a major effort on the part of the population and the government. This can give rise to anxiety and grievances among those feeling anxious about or disadvantaged by the new situation – all the more reason to understand and communicate the different contexts of migration.

1.3 The significance of global education

Response by the mass media and by politics can help turn such a situation into a “refugee crisis” or a potential boon for both sides, migrants and hosts. This depends not only on the contents that politicians and the media seek to spread, but also, and crucially, on how well-prepared the population are to make up their minds about new contexts they are faced with. This is where global education has a paramount role to play.



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1.4 Brief summary of contents

The Literature Review starts with a range of polls conducted above all from 2015-2017, the period including the climax of the “refugee crisis”. Chapter 2 looks at the media response. Chapter 3 summarises German reports e.g. on the impact of migration on the labour market and also on causes of migration in countries in the Global South. Chapter 4 concentrates on the ESD National Plan of Action and where it is implemented. Chapter 5 focuses above all on the new Coalition Agreement serving as the basis of the new Federal Government, but also on the emergence of far-right, anti-immigrant movements and their impact on other political parties. Chapter 6 looks at how some of the EU regulations on migration are being implemented in Germany. Finally, a brief outlook is provided.

2. Literature review

2.1 Public opinion polls – Overview of attitudes towards

Migration in general and migrants/refugees in particular

Eurobarometer survey results for 2015, 2016 and 2017 put developments in Germany into perspective in relation to other European Union countries. In 2015, immigration was seen as the main problem facing the EU by 38%, up by 14% compared to 2014, of the overall EU population, and in 20 of the EU's Member States, up from four in 2014. In Malta, it was referred to as the main problem by 65% of the population, followed by Germany's 55%.

Immigration was seen as the second main national concern, after unemployment, by 23% of Europeans, having risen by five points compared to 2014. It was seen as the most important national concern in four countries, with Germany, in second position at 46%, following Malta's 76%.

In contrast, Europeans' feelings about migration had hardly changed compared to 2014. For 34% of Europeans, immigration of people from non-EU countries evoked a positive feeling, having dropped by just one percentage point. Germany was not among the five countries with a majority of the population having a positive feeling in this respect. Close to three quarters of the overall EU population were in favour of a common European policy on migration, with support second highest in Germany, at 84%, next to the Netherlands' 85%. By 2017, 39% of the EU population were viewing immigration as the biggest problem facing the EU, up by one per cent compared to 2016. In Germany, 47% regarded the issue as Europe's biggest problem, seven per cent more than in 2016. It was followed by terrorism, at 38% for the EU as a whole, and down by five points compared to the previous year, and at 29% for Germany, down by six points compared to the previous year.



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As a German problem, immigration topped the list among Germans at 40% in 2017, up three points since the previous year, and Germany took the lead in Europe in this respect, followed by Malta at 32%. However, only 10% of Germans felt personally affected by the refugee issue (1).

In national surveys, Germany is attested an increase in the level of positive attitudes towards migrants in a number of national surveys from 2015-2017, although statistics points to marked differences between the old and the new states regarding several issues. For example, a 2015 EMNID report commissioned by the Bertelsmann Foundation and published in March 2015 finds that while openness towards migrants was generally on the rise in the period examined, scepticism was increasing in east Germany (2).

In the EMNID survey, regarding better conditions for migrants, 82% of Germans questioned called for more support for them at labour agencies, 76% for better recognition of school certificates and vocational qualifications, 62% for a permanent right of abode, 56% for easier conditions to gain German citizenship and 54% for laws to combat discrimination against foreigners. While 97% of interviewees stated that migrants should make an effort to live together with Germans, 80% said they would like to see them becoming more involved in social activities, and three out of four Germans stated that they should adapt more to German culture, whereas 80% would welcome them demonstrating more of their own culture.

According to the EMNID survey, a total of 55% of Germans interviewed said that migrants were good for the economy, while 68% maintained that they were attracting new businesses and 67% claimed that they were making life more interesting. Germany's demographic trends appear to be a further aspect considered by respondents, with 60% assigning migrants a positive role in an aging society. Gaining skilled labour from abroad was referred to by 34% as a benefit. However, 64% also pointed out that migrants could be a burden on the social services, while 61% warned of problems with migrants at schools, and 63% spoke of a "conflict potential" between German residents and migrants.

A September 2015 FORSA survey commissioned by RTL stated that 73% of those interviewed regarded war as a legitimate reason for flight, 56% political or religious persecution and 42% natural disasters. Just 14% believed that refugees should be received who were reckoning with better economic prospects (3).

An October 2015 Allensbach survey for the Frankfurter Allgemeine Zeitung referred to 54% of interviewees stating that the development of the refugee situation was filling them with considerable concern, compared to 40% two months earlier. An upper limit to the number of refugees admitted to enter Germany was called for by 56%. Also, 64% stated that refugees meant more risks than opportunities in the short term, while 46% believed they would represent more risks than opportunities in the long term. And around two thirds of Germans feared that refugees were going to change the country considerably (4).



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A FORSA survey for stern published in February 2016 that looked at what worried people in Germany put attacks on refugee hostels at the top of the list, at 83%, followed by growing popularity of right-wing extremist groups. Crime figured at 63%, terrorist attacks at 59% and numbers of asylum-seekers and refugees at 52%. Also in the survey, 49% of the interviewees stated that there were enough refugees and foreigners in the country, while 35% maintained that there could be more (5).

The “Willkommenskultur im Stresstest” survey conducted by Kantor Emnid for the Bertelsmann Foundation in January 2017 looked at around 2,000 people from age 14 upwards regarding their opinion on whether migrants in general and refugees in particular were welcome in Germany. With respect to government authorities, 77% believed that migrants as a whole tended to be welcome; while 12% maintained that this was rather not the case. The figures for refugees were 73% and 18% respectively. Among the public at large, 70% of the interviewees believed that migrants tended to be welcome, while 22% maintained that they tended not to be. The figures for refugees were 59% and 34% respectively (6).

The January 2017 Kantor Emnid survey also examined views among German residents on taking up more refugees in Germany and other EU countries and compared the results to those from an earlier survey. Here, 81% were in favour of a fixed number of refugees depending on the size and economy of a country, compared to 76% in 2015, and 54% held that Germany had reached its limits and should not take up further refugees, compared to 40% two years previously. Asked whether Germany could and should take up more refugees, 37% were in favour, compared to 51% in 2015. Broken down into three age groups, the respective figures were 51% and 53% for the 14-29-year-olds, 35% and 49% for the 30-59-year-olds and 29% and 53% for those 60 years of age and beyond. One possible factor explaining the results for the age groups could be the higher number of young people with a migration background, a Bertelsmann representative maintained.

In a July 2017 FORSA survey for stern, 44% of Germans welcomed adopting the refugee issue in the election campaigns, while 54% rejected this. 51% were against an upper limit for the number of refugees, and 48% were in favour (7). An October 2017 survey by YOUNGOV for DPA found that 56% of Germans supported an upper limit for refugees in the Coalition Government Agreement, while 28% were against this (8). A December 2017 Allensbach survey found that just 23% were in favour of refugees being reunited with their families in Germany (9).

National security risks

In the Allensbach survey of October 2015 referred to above, 57% of those interviewed had a feeling that Germany had lost control of its borders, while 62% were concerned that terrorists were being smuggled into the country together with the refugees. Fear of terrorism grew considerably following the 2016 attacks in Nice and Berlin involving lorries ploughing into large groups of people (10). In the 2017 survey “Die Ängste der Deutschen”, conducted annually by R+V-Versicherungen, at 71%, terrorism topped the list of fears among



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Germans, followed by political extremism (62%) and tension through migration (61%) (11). In the survey for 2014, the value for terrorism had been at a mere 39% (12).

Sustainable development and environmental issues

Sustainability ranks high among priorities referred to by Germans. According to a survey published by Bertelsmann in 2017, 81% of citizens consider sustainability important, while around a third of the population are willing to do more to raise sustainability levels (13). The Umweltbundesamt runs representative surveys on people's environmental awareness every two years, and its 2016 survey reflects key importance given by citizens both to environmental protection and to combating global warming, although there is a general feeling that too little has been done and halting climate change is viewed sceptically (14).

An August 2017 Kantar Emnid survey commissioned by Germany's "Funke-Mediengruppe" found that at 71%, climate change ranked highest among the country's fears. 63% feared terrorist attacks, and 43% refugees. The corresponding figures for East Germany were 76%, 72% and 43% respectively (15).

InterCap relevance

From an Education for Sustainable Development perspective, reviewing the statistics gained from individual polls does not appear to offer much in terms of raising awareness, whereas following the results of these surveys over time does give an impression of the impact that developments in the "refugee crisis" have had on the population and how they interrelate in terms of public perception. Similarly, comparing polls at national level with those at EU level (e.g. the Eurobarometer polls) helps put Germany into perspective regarding overall developments in Europe. However, especially in an educational context, opinion polls should not be confused with more in-depth surveys and reports.

2.2 Media response – what is the media response to asylum, migration and integration and the so-called refugee crisis, and to climate change, environmental issues and migration?

According to an Allensbach survey in mid-October 2015, just below a third of the population in Germany felt that they were receiving balanced information via the media, while 47 % referred to "biased reporting". Around half of those interviewed expressed considerable concern regarding the refugee situation, and 55% of this group felt they were being informed one-sidedly in that the asylum issue was being tabooed (16).

A 2017 survey of more than 30,000 media reports between February 2015 and March 2016 arrives at the conclusion that both the leading national and the local press spread "the narrative of the welcome culture emerging from positions in the political discourse, adopting their euphemistic and persuasive elocution". Commissioned by the trade union-affiliated



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Otto Brenner Foundation, Hamburg Media School and University of Leipzig media researchers headed by Professor of Journalism Studies Michael Haller concentrated on Germany's major German broadsheets FAZ, Süddeutsche Zeitung and Die Welt, its leading tabloid Bild and the online portals of the country's two key news journals, Der Spiegel and Focus, and Tagesthemen of the public service TV channel Das Erste as well as on 85 local newspapers (17).

Summing up, the survey states that the overwhelming majority of the leading opinion columns "have focused on the political elites". Concerns, fears and objections among the population were not reflected. Instead, the "welcome culture" for refugees was presented as an obligatory moral standard. Moreover, it was viewed as economically necessary and desirable for society as a whole. "A considerable portion of the population now believes that journalism is being forced to report in conformity with the system, and hence in a manipulated manner," the survey states.

A 2017 survey conducted by Professor of Communication Science Marcus Maurer looking at the period between May 2015 and January 2016 reviews the broadsheets FAZ, Süddeutsche Zeitung, the tabloid Bild and the public service channel programmes Tagesschau (ARD) and heute (ZDF) as well as the private channel news journal RTL Aktuell (RTL) and a number of talk shows (18).

Maurer demonstrates that, in the period reviewed, the volume of reporting grew substantially as the influx of refugees increased. Contrary to claims by populists, the German media did not conceal the fact that there was a high share of young men among the migrants, while the number of asylum-seekers with a higher level of education was even higher in reality than what was stated in many of the media reports, the survey notes.

However, Maurer also refers to a drastic discrepancy between the reality of crime and how it is represented in the media in the context of the "migration crisis". Whereas property offences committed by migrants were predominant in the statistics, around 75% of the media reports concentrated on migrant perpetrators of sexual offences and violence. And while crime statistics reflected a significantly greater share of refugees being perpetrators of violent crime, the media reported more frequently of violence against refugees than that perpetrated by refugees. Also, Maurer notes that while Tagesschau (ARD) and heute (ZDF) presented an all-in-all favourable image of refugees, the two news programmes simultaneously emphasised the dangers of migration far more than their benefits for society.

The survey states that German media referred almost exclusively to "refugees" in addressing the topic of migration, whereas the UK media distinguished far more clearly between asylum-seekers, refugees and migrants. German talk shows tended to be dominated by guests in favour of more migration. Those objecting to this faced around twice as much confrontation by the moderators than those advocating migration.



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Maurer confirms observations that the media atmosphere changed drastically following mass sexual assaults on young women in Cologne and other German cities on New Year's Eve 2015/2016. His empirical results also suggest that the huge increase in refugee numbers, the terrorist attacks in Paris and the alleged covering up of the extent of involvement of North African asylum-seekers in the Cologne incidents contributed to this sudden change.

IFEM "Institut für empirische Medienforschung" keeps track of the time devoted to individual topics in the main news on television. Chancellor Angela Merkel made her statement that "We can do it", which was later declared the "soundbite of the welcome culture", in August 2015. This was at the height of the "refugee crisis", at a time when, at 553 minutes of coverage, the issue was easily heading the list of TV topics. The Greek debt crisis came up second, but far behind, at 106 minutes. By October of that year, refugees were still way ahead of any other topic, at 493 minutes, with the Syrian war featuring second at 94 minutes. The terrorist attacks in Paris, at 518 minutes, dominated the news in November, although this item was still followed by the refugee crisis, at 272 minutes. The Climate Conference COP21, held in Paris, came tenth, at 30 minutes, in November, but reached fifth position, at 42 minutes, in December. By then, the "refugee crisis", although still topping the list, had fallen to 248 minutes, with the war in Syria and the IS threat figuring second at 118 minutes (19).

January 2016 saw another surge in refugee coverage, with 317 minutes being devoted to the topic. The New Year's Eve sexual assault events came second, at 214 minutes. Refugees enjoyed even more coverage in February, at 403 minutes, with Syria coming up second at 188 minutes. But during the next few months, the "refugee crisis" remained mid-field or even towards the bottom of the IFEM list, the only exception being September, when it was at the top of the list at 163 minutes, well ahead of the Syrian conflict's 130 minutes. The July Nice terror attack appears to have had no significant impact on the scale of "refugee crisis" reporting, and the same applies to the Berlin Christmas Market attack in December, although here, the issue of internal security and counterterrorism began to gain attention, peaking at 202 minutes, and coming second after Donald Trump's taking office as US President at 420 minutes. Throughout the months of the following year, the "refugee crisis" figured relatively low, only coming up fourth in December, or even not appearing in the IFEM list. COP23, held in Bonn, came third in November, at 96 minutes, compared to the leading topic of talks on forming a new coalition at 418 minutes.

Commenting on a German talk show in March 2016 (20), the FAZ refers to a "new objectiveness" in the debate over the "refugee crisis" (21). The talk show with conservative and left-wing politicians as well as representatives of Christian and Muslim denomination discussed faith issues, how terrorism related to confession and political extremism. The FAZ noted that a "new objectiveness" was the only way to guarantee that the "uncritical welcome culture" was not replaced by a "search for new enemies" in the shape of "all Muslims", but cautioned that the new approach would be put to the test should Germany experience terrorist attacks on the scale of incidents in Paris or Brussels.



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Georg Diez, in a column for Der Spiegel in 2016, noted that Germany's leading evening news programme, Die Tagesschau, was repeatedly reporting on an incident in Ansbach in July 2016 that left 15 people injured and involved a suicide bomber who was a Syrian refugee (22). An attack in Munich two days later, in which nine people were killed and scores injured, received comparatively little subsequent coverage according to Diez, although he claimed that there were clear indications that the perpetrator was a xenophobic right-wing radical. Diez maintained that Die Tagesschau was also excessively focusing on "law and order proposals" from Bavaria's conservative Christian Social Union and generally giving considerable attention to stricter legislation, thus simulating a "constant threat". Diez maintained that the media were encouraging fear, which, he said, was the opposite of their mission in society to inform people.

Looking at the television talk show topics of 2016 in an article published by Deutschlandfunk Kultur in late January 2017, author and expert on right-wing extremism Bodo Morshäuser stated that half of them centred on the thematic complex of refugees, Islam, terror and integration (23). Morshäuser claimed that the individual topics themselves were not discussed but set in relation to one another to create a "field of agitation", with moderators then seeking to keep the field at a constant level of intensity.

Germany was in fact hit by its first major Islamist terror attack in December 2016, when a lorry charged into a Christmas market in Berlin, killing eleven visitors. The following month, a string of television talk shows were held addressing topics such as whether a harder approach towards migrants could guarantee more security or how those likely to threaten the safety of the public should be dealt with. Another topic focused on in these shows was concern among citizens over criminal immigrants. In one of these shows, broadcast in early January 2017, talk show guests were asked whether, "in this agitated atmosphere", it was "justified to ask the right questions" and whether it was right to "unemotionally discuss topics" (24).

Bodo Morshäuser noted that whether intentionally or unwittingly, these programmes were playing into the hands of Germany's new anti-immigration party, the AfD, which, he maintained, "specialises in agitation" (25). Television programmes continued to give vivid accounts of refugees crossing or attempting to cross the Mediterranean throughout the spring and summer. And in the TV debate between Angela Merkel and Martin Schulz, the two candidates for chancellorship, on the 3rd September 2017, the issue of refugees accounted for more than a third of the programme (26).

In April 2015, as the refugee crisis was building up in Germany, environmental economist Dennis Meadows and publisher were quoted Jacob von Uexküll calling for long-term strategies to combat climate change in an article in Die Welt (27). Meadows, head of the group of authors who had written the survey "The Limits of Growth" for the "Club of Rome" in 1972, warned that climate change was causing conflicts that were forcing people into migration. Alternative Nobel Prize founder von Uexküll noted that former International Monetary Fund chief Michel Camdessus had warned that over the coming decades, around 200 million environmental refugees from Africa would be attempting to reach Europe. In



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December 2015, Die Süddeutsche explained that drought periods in the Fertile Crescent of Syria and Iraq had led to failed harvests, causing around 1.5 million people to flee by 2011, above all to cities, where competition for food, water, housing and employment then grew. This in turn, the paper maintained, was to spark unrest, culminating in the Syrian civil war (28).

Deutschlandfunk noted in November 2017 that the UNHCR had given the figure of around 25 million climate refugees each year, more than three times the number of refugees fleeing from war zones or political persecution (29). However, it pointed out by far the largest share of them went to city slums or e.g. regions not affected by sea-level rise in their home countries. In a Zeit-online article published on the same day, Steffen Bauer and Benjamin Schramm of the German Development Institute (DIE) quoted Germany's Foreign Minister Sigmar Gabriel stating that the USA's opting out of the Paris Climate Agreement could cause even greater migration flows to Europe (30). However, Schraven and Bauer noted that migration caused by climate change tended to progress within the countries affected or across borders to neighbouring countries in the overwhelming number of cases. They pointed out that distinguishing between flight and migration was problematic in such areas. Migration researchers therefore referred to "mixed migration" when economic motives to flee coincided with fleeing from poor governance or natural disasters. The authors stressed that there was hardly any empirical evidence of climate change being the sole cause of armed conflict.

In December 2017, Spiegel online reported on a survey authored by Wolfram Schlenker and Anouch Missirian of Columbia University, USA, according to which weather extremes like drought were driving more and more people to Europe (31). The study, financed by the European Union's Joint Research Council, drew its conclusions from findings from 2000-2014 that in this period, numbers of asylum applications had grown depending on how long temperatures stayed above 20° C, which was the ideal temperature for the maize harvest. The report was given considerable attention by international news agencies but was heavily criticised by many scientists in Germany and abroad, Spiegel online stated.

Early in January 2018, Telepolis reported that Oxfam France was demanding refugee status for people forced to migrate because of climate change (32). Oxfam pointed out that people in developing countries were threatened by climate and environmental hazards five times more frequently than people in industrialised nations, although the latter were the chief cause of anthropogenic climate change.

InterCap relevance

The importance of the media in Germany as a factor influencing awareness during the "refugee crisis" cannot be overemphasised, although an account of the actual degree to which media have contributed to forming opinion cannot be provided in the context of the report. Mainstream media have frequently sought, in a frequently irresponsible way, to associate migration with crime, terrorism and taking advantage of the social welfare system. Suggestions of presented by some of the media of mass migration to Germany caused by



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climate change have distracted attention from the true dimensions of climate change and flight, and above all from the true conditions that people and governments in the South are having to cope with. Developing an atmosphere of anxiety verging on a siege mentality has partly stifled attempts to discuss the “refugee crisis” in rational terms.

Here, it would be paramount for Education for Sustainable Development to focus more on enabling young people to develop a critical awareness of media and on training skills such as comparing accounts, contents and what they themselves know, perceive or believe regarding the “refugee crisis”.

2.3 Research and reports

International research conducted by the Bertelsmann Foundation in 2012 and 2013 to identify good examples of sustainability strategies at national, subnational and supranational level is summarised in the 2014 report “Nachhaltigkeitsstrategien erfolgreich entwickeln – Strategien für eine nachhaltige Zukunft in Deutschland, Europa und der Welt” (33). Analysis focused particularly on governance-related criteria, such as the strategy quality, implementation potential and forms of participation. The research was intended to identify best practices for sustainability strategies in the international arena and to stimulate German and global debate on shaping successful sustainability policies. Besides selected sustainability strategies at international level, the report looks at strategies in Germany, in particular at the regional level. These strategies are examined more closely in terms of governance and crosscutting themes as well as regarding topics such as sustainable management, sustainable financial policies”, Education for Sustainable Development and youth participation.

The 2013 report “Auswirkungen der Einwanderung auf Arbeitsmarkt und Sozialstaat: Neue Erkenntnisse und Schlussfolgerungen für die Einwanderungspolitik”, commissioned by the Bertelsmann Foundation and carried out by the Institute for Employment Research (IAB) and the University of Bamberg, looks at the impact of migration on the labour market and the social welfare state (34). While employers are eager to gain young, skilled labour from eastern and southern Europe, municipalities are complaining about “Armutszuwanderung” (immigration of poor people) from Romania and Bulgaria, and at local level, many are fearing for their jobs. However, the report notes that higher education plays a particularly significant role in this context, with the share of students among new migrants having grown from 13.6 per cent in 2000 to 21.2 per cent in 2009. With 60 per cent of new migrants already holding a higher education degree, if their integration in the labour market is successful, the employment rate will drop, while the wage level remains constant, the report argues, taking the period under review. Moreover, it states, increased integration of skilled labour will have a positive impact on the labour market. The report also demonstrates that migrants benefit the social welfare state, paying more into the social security systems than they receive.



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In June 2014, results were published of the MICLE (Climate Change, Changes to the Environment and Migration in Sahel) research project, carried out by the Institute for Socio-Ecological Research (ISOE) and the University of Bayreuth's Institute of Geography and funded by the Federal Ministry of Education and Research (35). The MICLE project looked at links between climate change and land degradation in the two regions Linguère in Senegal and Bandiagara in Mali, in the semi-arid Sahel Zone.

Tree diversity has been declining in these areas, and less drought-resistant species are taking over, while natural forest and bushland has given way to cultivated landscapes some of which is affected by increasing land degradation. A survey among more than 900 people in the two regions revealed that migration is a traditional feature of life there, and 87 per cent of those interviewed had experienced migration themselves, although most of them had only migrated temporarily, moving to larger cities in particular seasons. Thus internal migration accounts for the majority of migration in Linguère and Bandiagara, although the study also finds that seeking employment in neighbouring Côte d'Ivoire plays a significant role too. Only a very small number of those interviewed intended to migrate to Europe.

The chief reasons stated for migrating were employment and income, followed by improving food security and education as well as family decisions. Environmental changes played a role in such contexts, especially when factors such as soil were concerned. However, the majority of those interviewed referred to migration as a "normal aspect of day-to-day life and culture". MICLE researchers stress that preventing migration cannot be a political goal, but rather that migration has to be regarded as an important survival strategy. The MICLE project therefore calls for a more differentiated approach in the debate over climate refugees.

More than twice as many people are displaced by extreme weather events than by war and violence, according to a survey by Hildegard Bedarff of "Gesellschaft für Umwelt- und Entwicklungsforschung" and Cord Jakobeit of the University of Hamburg's Economics and Social Sciences Faculty (36). Their 2017 survey, commissioned by Greenpeace Deutschland, states that millions leave their home regions because of creeping land degradation. However, more migration movements lead into risky areas than they do away from them. Apart from the rapid growth of megacities, coastal areas and river deltas are above all sought as destinations. The lion's share of migration is in the Global South, and takes place within the boundaries of individual countries. As global warming proceeds, more and more people are being faced with forced immobility and becoming trapped in areas like the Horn of Africa or Yemen.

The Greenpeace survey stresses that migration movements are natural processes with which people adapt to changed living conditions; they can be steered to a degree but cannot be stopped. Furthermore, migration bears both risks and major opportunities for the countries of origin as well as the countries of destination. Benefits in this context include positive impacts on the economy, alleviation of the problem of aging societies, care for the elderly, and contributions to culture and science. Furthermore, the survey points out that migration can defuse crisis situations and avoid possible forced migration in the future.



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Remittances from countries of destination play a key role regarding the resilience of communities in crisis areas. Migration can support knowledge and technology transfer, and Diaspora communities can play an important role as lobbies for their home communities.

Drawing conclusions, the survey demands that forced migration, e.g. through land-grabbing, be avoided. Victims of forced migration ought to be supported and protected. Migration itself, the survey argues, needs to be supported because it represents an important adaptation to climate change. Safe, legal and circular routes ought to be established for labour migration. National humanitarian reception programmes are called for as well as the implementation of the UNHCR resettlement programme and regional agreements.

InterCap relevance

Research and reports on various aspects of migration can provide a valuable background for young people to develop a more differentiated view of the “refugee crisis” and different groups of migrants. Knowledge thus acquired can help them to better assess claims made in the media or elsewhere regarding issues such as education, skills or the general impact of migrants on the economy. Similarly, taking a look at developments in the Global South or in countries in a state of armed conflict with the aid of relevant surveys can contribute to a better understanding of the reasons people may have to leave their countries. In particular, such sound information can put paid to blatant attempts to equate refugees with terrorists, especially when it is terrorists that they are fleeing from.

2.4 Case studies of good practices

Education for Development (ESD) is a UNESCO programme that empowers people to change the way they think and work towards a sustainable future by including sustainable development issues such as climate change and biodiversity in teaching and learning. In 2015, Germany's Federal Ministry of Education and Research (BMBF) established an ESD National Platform, together with a number of supporting committees. The Platform was assigned the mission of developing concrete measures to structurally integrate ESD in all education sectors and compiling an ESD National Plan of Action by 2017 (37).

Goals and recommendations were discussed by more than 350 representatives from civil society, politics, education and industry as well as ministries at Federal and State level for more than a year. In addition, early in 2017, citizens submitted over 7,000 proposals on measures to be taken and nearly 8,000 assessments in an online survey that were to provide significant input for the National Plan of Action. In September 2017, the Plan, containing 130 goals and 349 proposals for action on the structural integration of ESD in the German education system, was presented to the German Federal Government, which pledged its support. The Federal Government stated that “now, for the first time in Germany, with the Action Plan, there is a comprehensive ESD strategy that is jointly backed by the Federal and State Governments, municipalities and civil societies. It provides



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the basis to implement structurally and to its full extent ESD in the German education system."

Four principles guide the Federal Government's support. ESD is seen as central to achieving all the United Nations Sustainable Development Goals. The German education system is to be oriented on the guiding principle of sustainability. The Federal Government supports the programme's multi-stakeholder approach involving actors from politics, industry, culture, the media and education and, particularly, young people in its implementation. Four Federal Ministries are contributing to implementing the National Plan of Action.

The BMBF is in charge of implementing ESD in Germany. It promotes ESD programmes in various areas, such as the "Haus der Kleinen Forscher" (early childhood education), "HOCH-N" (higher education) and Vocational Education for Sustainable Development". With the Youth Forum youpaN, the BMBF aims to strengthen the participation of young people in the programmes. The development of ESD indicators is to simplify the identification of good ESD practice and make corresponding reports more comprehensible.

The Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) supports ESD projects via the Federal Programme on Biodiversity or the National Climate Protection Initiative. In addition, it provides teaching material via its online portal "Umwelt im Unterricht". A further BMUB programme promotes Green Key Skills in Climate and Resource Friendly Practice in vocational education.

Activities supported by the Federal Ministry for Economic Cooperation and Development (BMZ) include international exchange and skills development for teachers in the context of an orientation framework for the Global Development field of instruction. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) focuses in particular on youth participation. ESD is a standard element in the educational backup of the Federal Volunteer Service and the Voluntary Ecological Year. The BMFSFJ has also compiled a concept together with various institutions and organisation for the implementation of ESD in national and international youth work. A wide range of further activities are being supported by government institutions together with projects, foundations, civil society organisations and other stakeholders. Some examples are given in the following.

In the area of early childhood education, Innowego – Forum Bildung und Nachhaltigkeit, together with NABU (Naturschutzbund Deutschland – Nature and Biodiversity Conservation Union) and Umweltstation Liasgrube, is supporting a further education concept on ESD focusing on climate protection and the conservation of natural resources for educators. Stiftung Haus der kleinen Forscher is backing measures to incorporate ESD in daycare concepts.

BUND Friends of the Earth Germany is contributing to the training of school teachers and educators for ESD. Schools are being supported in the structural integration of ESD by



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World University Service (WUS), Deutsches Komitee e.V. and Greenpeace Deutschland. WUS is also backing nationwide “Vocational Education for Sustainable Development” campaigns as part of efforts to link formal vocational education more closely with professional experience. The Association of German Chambers of Commerce and Industry (DIHK) is involved in supporting measures to establish sustainable development via a holistic approach in businesses focusing also on management in small and medium-sized enterprises.

One of the aspects the Action Plan concentrates on in higher education is the introduction of quality criteria to systematically link research and ESD. Here, Eberswalde University for Sustainable Development (HNEE) is supporting further education measures for teaching staff in the field of ESD for which a working group on Sustainability in Teaching and Learning has been set up. Another area the Action Plan addresses is orienting funding and incentive systems in higher education on sustainability and ESD in terms of content and structure. In this context, WUS has introduced an ESD Sustainability Award for Bachelor and Master theses.

Further Action Plan activities are underway in the areas of non-formal and informal learning and youth as well as municipalities. Here too, support is coming from a wide range of actors. The Coalition Agreement stipulates more Federal Government support for the ESD Plan of Action.

InterCap relevance

The ESD National Plan of Action offers a wide range of opportunities to address sustainable development in education that could also be linked with migration issues in various contexts.

2.5 Migration policies and sustainable development

Germany went to the polls on September 24th 2017 to elect a new Federal Parliament. The Coalition Agreement (38) between the Christian Democratic Party (CDU), the Christian Social Union (CSU) and the Social Democratic Party (SPD) was signed on the 12th March 2018.

The Coalition Agreement states that Germany upholds existing humanitarian and legal commitments regarding the right to asylum but stresses that the country's capacity to integrate immigrants must not be overstretched at the expense of its inhabitants with regard e.g. to school or kindergarten facilities. The package of measures proposed in the Coalition Agreement addressing migration sets out from not more than 180,000 to 220,000 immigrants entering the country each year.

Germany seeks to combat the causes of flight (Fluchtursachenbekämpfung). Key measures here comprise improving development cooperation, stepping up humanitarian efforts,



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providing adequate support for the UNHCR and the World Food Program, extending peacekeeping missions, a fair trade and agricultural policy and a restrictive arms exports policy. The Marshall Plan for Africa, introduced by the previous Federal Government in 2017, is intended to back the African Union in implementing its Agenda 2063, which seeks to support growth and sustainable development on the continent.

The Marshall Plan for Africa, introduced in 2017, contains a number of components that are expected to have an impact on migration. Focal aspects include a programme to promote medium-sized enterprises and start-ups in order to create more employment and bolster African products as well as support for renewable energy. The Mediterranean countries of North Africa are to be assisted in their transformation processes, and the Maghreb states are to be integrated step by step in the European economic region.

Germany is striving for a common European asylum system incorporating a fair distribution system among EU member states. It supports EU policy measures addressing organised immigration crimes and seeks more intense cooperation with the UNHCR, the IOM as well as countries of origin and transit countries. Until effective protection is ensured along the EU's outer boundaries, internal border checks are justified, according to the Agreement. Family reunion among refugees is limited to 1,000 persons a month.

Germany has a considerable demand for skilled labour that is set to grow yet further. The Coalition Agreement therefore contains a set of regulations to steer migration to the German labour market and the right of abode and return in legislation oriented on the economy's needs. Key criteria include qualifications, age, language proficiency, proof of employment and a steady income. Skilled labour refers both to individuals holding higher education degrees and those with vocational qualifications or extensive professional experience. Cleverly steered migration policy, the Agreement argues, supports job creation in Germany and substantially reduces the attractiveness of illegal and unchecked immigration.

The Coalition Agreement stresses that people with a migration are part of German society and participate in shaping it. More should be done, it points out, to improve their being represented at all levels in business, social institutions and above all the public services. Existing integration measures are to be better coordinated and monitored regarding their effectiveness. Additional financial incentives are to be considered for local authorities engaging in integration measures. The quality of support for those with prospects of permanent residence, such as integration and language courses, is to be improved.

The Coalition Agreement offers a number of proposals to make asylum procedures more efficient, also with regard to establishing the identity of asylum seekers. Only those who have good prospects of residence are to be distributed among local authorities, whereas those without such prospects are to return to their home countries within foreseeable time. If the right of abode is abused to commit offences, perpetrators must leave the country.



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The Coalition Agreement recognises Germany's commitment to the right to asylum and to the basic values enshrined in the Constitution, to the Geneva Convention on Refugees, to the obligation to process every asylum application and to the UN Convention on the Rights of the Child and to the European Convention on Human Rights. The Agreement also considers a number of security aspects discussed more intensively over the past two years, such as border controls within the EU, controlling the outer boundary of the EU and the handling asylum seekers who have committed offences committed by asylum seekers.

The German economy's need for skilled labour and the role that migrants play in this context is a further focal point in the Agreement, which stresses the potential that a new concept for regulations on labour-related migration could have on curbing illegal migration. Furthermore, the Coalition Agreement explicitly states that it seeks to "avoid a repetition of the situation in 2015" with efforts to achieve a reasonable steering and limiting of migration, improvements in development cooperation and more engagement in peacekeeping missions. Further aspects referred to in this context are fair trade agreements, more commitment to combating climate change and a ban on arms exports to crisis regions.

On the issue of climate change, the Coalition Agreement commits to Germany's commitments regarding international climate projection and pledges further funding in this respect in the context of raising Official Development Assistance. Based on the European Union's Registry for the EU emissions tracking system, four out of Europe's five power stations with the highest CO₂ emissions levels were in Germany in 2014, accounting for 13 per cent of Europe-wide CO₂ emissions in the power generating sector. Lignite accounts for a quarter of the country's power generation and is its biggest single source. To meet the Agenda 2030 climate goal, Germany's lignite CO₂ emissions would have to fall by 87 per cent compared to the 2016 values. However, the Coalition Agreement makes no reference to phasing out lignite.

In April 2013, the "Alternative für Deutschland" (AfD) was founded as a German nationalist, populist and Eurosceptic party (39). Parts of the AfD have also subscribed to racist, Islamophobic and xenophobic tendencies. The AfD took 4.7 per cent of the vote in the 2013 Federal Election, just missing the five per cent threshold for the German Federal Parliament.

The far-right German nationalist and anti-Islam movement "Patriotische Europäer gegen die Islamisierung des Abendlandes" (PEGIDA) was launched in October 2014, during a series of demonstrations in Dresden, in east Germany. Announcing that he was taking part in one of the December 2014 PEGIDA rallies, Alexander Gauland, now AfD party chairman, declared: "We are the natural allies of this movement" (40). In January 2015, a PEGIDA demonstration attracted around 25,000 people. Further rallies were held throughout the following months, the largest of them in October 2015, at the height of the "refugee crisis", when 20,000 demonstrators gathered in Dresden.

One of the key slogans that emerged in the 2014 PEGIDA rallies was the "Lügenpresse", the "lying press", accusing the mainstream media of treating the movement unfairly and of



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biased reporting on migration. Similar accusations were made by senior AfD politician Frauke Petry, who felt that the press were treating her party in a defamatory manner. The “Lügenpresse” campaign found some resonance with those who had expressed in polls that they felt misrepresented in the media. President Joachim Gauck stated in January 2015 that the German press was not manipulative, and that coverage of events was mostly balanced (41).

However, following the Cologne New Year’s Eve incident in 2015/2016, former Interior Minister Hans-Peter Friedrich, of the CSU, criticised the media for upholding what he referred to as a “cartel of silence” (42). “There’s suspicion that they believe they don’t have to report on such assaults, especially involving migrants and foreigners, for fear of unsettling the public,” Friedrich maintained. It was former CSU Chairman Franz-Josef Strauß who had said under Federal Chancellor Helmut Kohl back in the 1960s that “there must be no democratically legitimised party to the right of the CSU” (43).

The CSU, which only has candidates for elections in the Free State of Bavaria, scored historically poor results in the 2017 Federal Elections. It still took nearly 40%, but at 12.7%, the AfD had managed to more than double its share of the vote – and was doing especially well in Bavaria. The CSU leadership was now under considerable pressure to stick to Strauß’s directive, and not to be outdone with calls for drastic curbs on migration by the AfD.

Federal Chancellor and CSU sister party chair Angela Merkel noted that Strauß’s dogma could also be interpreted as viewing the CSU and the CDU as major parties in at the centre of the political spectrum that were capable of drawing people away from more radical views. Merkel insisted that adding that “if Strauß’s statement can also be understood as ultimately allowing principles to be relativised or even abandoned to keep people from leaving the Union [the CDU and the CSU], then this sentence does not apply, in my opinion. European unification incorporating a common currency and freedom to travel, NATO as a community of values, the inviolability of human dignity, especially for people in need, must never be forfeited” (44).

The CSU reached an agreement with the CDU in October 2017 that Germany should not receive more than 200,000 refugees a year – a ceiling that the Federal Parliament could lower in the event of an economic crisis or raise to accommodate refugees from war zones. CSU representatives put forward further proposals regarding the refugee issue at a party conference in January 2018. There were calls for a drastic reduction of social benefits, obligatory medical examinations to determine the age of alleged minors, postponement of family reunion for those not recognised as refugees, and de facto detainment of refugees in centres pending a decision on their asylum status. The compromise reached in the Coalition Agreement allows for more flexibility regarding the upper limit for refugees than originally conceived by the CDU and the CSU.



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InterCap relevance

Keeping in touch with political debate over the “refugee crisis” can create an awareness of the societal and historical context that migration is moving in.

2.6 Migration policies and international commitments

The European Agenda on Migration was introduced in July 2015 (45). Its short-term goals include extra funding for Frontex search and rescue operation, for safe and legal resettlement of people to Europe, and for Europol to tackle criminal networks operating in the area of migration. The Agenda stipulates further support for the EU Common Security and Defence policy operations to capture boats used in illegal migration and to identify immigrants.

Medium- to long-term measures focus e.g. on reducing incentives for irregular migration. These include addressing its root causes in non-EU countries, dismantling migrant trafficking and smuggling networks and activities for the better application of return policies. Furthermore, they take up the issues of saving lives and securing the external borders of the European Union. Measures here focus on a better management of external borders, exercising solidarity towards Member States at borders and raising the efficiency of border crossings.

Strengthening a common asylum policy is a further medium- to long-term item of the Agenda. It stresses solidarity both towards those needing international protection and among EU Member States. Finally, the Agenda takes up the issue of developing a new policy on legal migration. Demographic changes that the EU is facing constitute a major factor in this context. The focus is on attracting workers that the EU economy needs, particularly by facilitating entry and the recognition of qualifications.

Germany's Federal Ministry for Economic Cooperation and Development (BMZ) promotes political, economic and social reforms in partner countries, seeks to foster non-violent conflict solutions and backs civil society.(46) Development cooperation measures in these contexts can contribute to recipient and home countries benefiting from migration as a form of self-help. Considerable support for people in the home countries of migrants can be achieved with remittances, which is one of the reasons why the BMZ views migration as a contribution to development. Based on this approach, and together with other Federal Ministries, it therefore supports mitigating the risks of migration and promotes regulations facilitating labour migration.

In Germany, the BMZ informs on causes of migration as well as the opportunities it offers, which creates greater acceptance of migrants, who, in turn, are seen as important co-operation partners in the context of development education. Furthermore, both at home and



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in Germany, migrants are part of active civil society, and are particularly skilled at reporting on their home countries. In this manner, they are ideally suited to forge bridges. Based on its assessment of the role that migration plays in society and in development co-operation, the BMZ participates in three European Union initiatives (47).

The Blue Card facilitates migration for highly skilled labour. The BMZ engages in intensive dialogue with home countries to achieve a balance of interests and ensure that any lack of skilled labour in these countries is compensated and no massive brain drain occurs. Germany would like to see common recruitment guidelines for skilled labour in all EU countries.

Circular migration only offers real opportunities if close contact is maintained with communities at home. To facilitate circular migration, migrants are allowed to interrupt their stay in Germany and return home for certain periods. This gives them the opportunity to bring knowledge acquired to their home economies and societies on a shuttle basis. The recognition of degrees is crucial in this context. The better integrated migrants are in the labour markets of their host countries, the better they can support their families and home countries.

Mobility partnerships are conceived for host and home countries to jointly shape the migration process. The partnerships are signed with the countries of origin as well as the transit countries to attune the needs of migrants and their home and recipient countries, and aim at creating access to the European labour market and reintegration in the country of origin. The EU also supports the home countries of migrants in getting rid of the causes of involuntary migration.

The European Return Directive was introduced in 2008 (48). It contains an obligation to return irregular immigrants and governs their treatment during expulsion proceedings. Furthermore, it has provisions on entry bans, procedural rights and grounds and conditions for detention. The Directive states that voluntary return should be preferred over forced return and obliges all EU Member States to issue return decisions to any third-country nationals who are staying irregularly on their territory.

The Directive became German law in late 2011, and the European Commission released a recommendation on its implementation in March 2017. A study issued by the Federal Office for Migration and Refugees in 2007 summarises the key aspects of how the Return Directive is implemented in Germany (49).

Return decisions are usually issued as removal warnings to individuals no longer entitled to reside in the country. In certain cases, persons obliged to leave Germany are granted permission to stay by the responsible authorities, e.g. when leaving the country is impossible or following the recommendation of a hardship commission. More often, a removal is suspended ("Duldung") because an individual cannot be removed for practical or legal reasons. "Duldung" merely certifies that the removal has been suspended.



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The Federal Office for Migration and Refugees and the foreign nationals authorities initially grant a certain period for voluntary departure during which the latter may impose certain obligations on persons who are obliged to leave the country in order to ensure their departure. Their residence may be restricted to a certain area, or they may be requested to surrender their travel documents to the authorities. If no other sufficient but less coercive measures can be applied effectively and removal is to take place within the next three months, detention is resorted to.

The Repatriation Support Centre (“Zentrum zur Unterstützung der Rückkehr”; ZUR) was established in March 2017 to organise removals at the national or cross-Federal-state level and strengthen coordination in the area of voluntary return. Appeals can be filed against both the removal warning and the underlying decision, e.g. the rejection of an asylum application. Unless the application was rejected as manifestly unfounded, an appeal against a rejection of an asylum application will have a suspensive effect in most cases.

In line with the provisions of the Return Directive, the Residence Act includes safeguards for the removal of unaccompanied minors and stricter criteria for ordering detention in the case of vulnerable persons. Current practice at Federal state level is that unaccompanied minors are not removed or detained. The legal provisions concerning health obstacles to removal were amended in 2016. In principle, removal will only be suspended if an individual has a life-threatening or serious illness that would significantly worsen upon the removal being carried out. Removed or expelled persons are subject to an entry ban. The implementation of the Return Directive introduced a limit of five years for the entry ban, granted ex officio. The time limit is fixed at the discretion of the responsible authority on a case-by-case basis.

InterCap relevance

An understanding of migration policies and the international framework that they are being applied can contribute to grasping the societal and political dimensions of migration.

3. Conclusions and recommendations

3.1. General remarks

Germany has a framework to develop ESD

Germany's ESD National Plan of Action is an ambitious attempt to promote ESD in all areas of society. Moreover, it provides a wide range of options to link institutions and groups in society to communicate on the issue of sustainable development. It represents a comprehensive framework to accommodate ESD.



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Attitudes towards migration are easily swayed

In contrast, both the polls summarised in the first section of this report and media coverage largely reflect an awareness of the “refugee crisis” and how it relates to climate change and more generally to sustainable development that is at best fragmented, and certainly far from any holistic view. The phenomenal rise of the AfD and other anti-immigration movements indicate that large sections of the population are all too easily persuaded to adopt hostile or at least oversimplifying attitudes towards migration.

The public at large need more reliable information about migration and its causes

To promote a holistic approach in the sense described in the framework for this report, a number of issues discussed controversially in the media and research need more intense treating and, equally importantly, more communicating to the public. In particular, more clarity is called for regarding the causes of migration, especially with a view to climate change. Many of the facts have already been established in international reports, e.g. with regard to the extent of climate-induced migration beyond country or regional boundaries, or with regard to the extent that energy policies in the EU, and particularly in Germany, contribute to global warming. Considering other factors causing migration, the European Union has already commissioned reports on land-grabbing, while an overview of companies – and EU Member States – exporting arms to conflict areas should not be too difficult a feat.

ESD should focus more on media skills

Considering the reviews of the media, it would seem appropriate to give media skills a greater focus in ESD. In the “information society”, strengthening people’s ability to critically assess what they are presented in the media ought to be a key element of ESD.

A clearer terminology is needed for migration issues in ESD

A further aspect worth considering with regard to contents in the ESD context is how distinctions are made between different groups of migrants, e.g. asylum-seekers, refugees, “economic migrants” or “economic refugees”. Apart from these terms already being ambiguous, it is hard to see how any of them can apply to displacement through climate change. As suggested above, “mixed migration” could be referred to where it is difficult to distinguish flight from migration. Should Oxfam and other NGOs succeed in having a refugee status assigned to victims of climate change, this would represent a useful new category.

New, non-derogatory categories are required for refugees who are victims of climate change, land-grabbing or other hostile business practices

However, the terms “economic migrant” or “economic refugee” are often used in a derogatory sense in Germany, both among the public at large and in the media, implying



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reference to taking advantage of social security systems or outbidding resident workers in a wage-level downward spiral. Land-grabbing and the spread of industrial agriculture in the Global South – often to provide products used especially in the Global North, such as palm oil or biofuels – is increasingly leading to the displacement of smallholders. While most of the migration resulting from these developments happens within the Global South, it would nevertheless make sense to impart such issues in ESD – if only to avoid people having been driven away at gunpoint from their land in the South being accused by consumers of products from the new plantations as “exploiting Germany’s social security system”. In the medium term, a new category will have to be defined for this rapidly growing group of migrants.

3.2. Recommendations for NGOs

National and local level recommendations for NGOs: To increase cooperation with and between formal and non-formal education system to share knowledge and best practices and peer-to-peer education methodologies and instruments.

3.3. Recommendations for governmental institutions

National and local level recommendations for governmental institutions: To provide and invest more in teacher training on sustainable development, migration, security and inclusion.

3.4. Recommendations for municipalities

Local level recommendations for municipalities: Local authorities could promote cooperation between educational institutions, NGOs and associations in order to strengthen issues of the SDG and refugees at municipal level

3.5. Recommendations for educational institutions

National and local level recommendations for educational institutions:

- Implement the “Curriculum Framework - Education for Sustainable Development” throughout Germany
- The pedagogical concepts of the “Curriculum Framework - Education for Sustainable Development” should become an integral part of teacher education and teacher training for all teachers.
- Upgrade the knowledge of teachers regarding the Digitalisation of education with respect of the right to informational self-determination



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3.6. Recommendations for future research areas

- Research on Education for Sustainable Development on Global level
- Research on the contribution of migrations for Education for Sustainable Development



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