



Funded by
the European Union

Undertaking a synthesis of policies, programmes and mechanisms addressing the social exclusion of children in Germany

This report has been prepared for the European Commission. The information and views set out are those of the authors and do not necessarily reflect the official opinion of the European Commission and the Commission cannot be held responsible for any use which may be made of the information contained therein. More information on the European Union is available at www.europa.eu.

The material in this report was commissioned by UNICEF ECARO in collaboration with the German National Committee for UNICEF. UNICEF accepts no responsibility for errors. The findings, interpretations, opinions and views expressed in this publication are those of the authors and do not necessarily reflect the policies or views of UNICEF.

When citing this report, please use the following wording:

UNICEF, Undertaking a synthesis of policies, programmes and mechanisms addressing the social exclusion of children in Germany, UNICEF Regional Office for Europe and Central Asia, Geneva, 2021.

CONTENTS

1.	INTRODUCTION TO THE SYNTHESIS	8
A – MAPPING EXERCISE		10
2.	OUTLINING THE STRATEGY OF ADDRESSING SOCIAL EXCLUSION OF CHILDREN IN NEED	10
2.1	Policy and implementation framework	10
2.2	Children in need: Target groups	12
2.3	Approaches to ensuring access of children in need	18
2.4	Interventions due to the COVID-19 pandemic	21
3.	DESCRIPTION OF ENSURING ACCESS OF CHILDREN IN NEED TO RELEVANT SERVICES	28
3.1	Enabling access to free early childhood education and care (ECEC)	28
3.2	Enabling access to free education and school-based activities	34
3.3	Enabling access to adequate housing	38
3.4	Enabling access to free healthcare	41
3.5	Enabling access to healthy nutrition	44
4.	ASSESSMENT OF ENSURING ACCESS OF CHILDREN IN NEED	47
4.1	Assessment of measures, policies and programmes ensuring access of children in need	47
4.2	Assessment of integrated approaches and outreach measures	50
B – COMPILATION SECTION		53
5.	ENSURING ACCESS OF CHILDREN IN NEED CONTRIBUTING TO THE EUROPEAN CHILD GUARANTEE	53
6.	EFFECTIVE INTERVENTIONS IN ENSURING ACCESS OF CHILDREN IN NEED TO RELEVANT SERVICES	54
6.1	Free childhood education and care (ECEC)	56
6.2	Education and school-based activities	62
6.3	Adequate housing	67
6.4	Free healthcare	74
6.5	Healthy nutrition	80
7.	BEST PRACTICES AND ENABLING FACTORS FOR ENSURING ACCESS OF CHILDREN IN NEED	84
7.1	Best practices in ensuring access of children in need to relevant services	84
7.2	Enabling factors for ensuring access of children in need to relevant services	86
8.	CONCLUSION TO THE SYNTHESIS	89
BIBLIOGRAPHY		99
APPENDIX		121

LIST OF FIGURES

Figure 1: Deep dive: Objective	8
Figure 2: Synthesising: Mapping and compiling	8
Figure 3: Deep dive: Focus	8
Figure 4: Mapping section: Structure and content	10
Figure 5: Legislative framework: Federal, state, and local level	11
Figure 6: Legal provisions: Children with impairments and refugee children	16
Figure 7: Main strategies: Parental employment participation	18
Figure 8: Legal and financial provisions: Improving standard benefits	20
Figure 9: National catch-up package: Four pillars.....	26
Figure 10: Strong despite Corona - Catch-up Programme for Children and Young People in Berlin	27
Figure 11: Policy strategies: Level of integration	28
Figure 12: Access to free ECEC: Legal and financial provisions	30
Figure 13: ECEC at federal level: Early Education – Equal Opportunities	31
Figure 14: Stepping into Childcare: Programme support and facilitation structure	33
Figure 15: ECEC at state level: Developing daycare facilities	33
Figure 16: Expansion of all-day care in primary schools: Legal and financial provisions... ..	35
Figure 17: Alliances for Education: Implementation.....	37
Figure 18: Promoting social housing: Legal and financial provisions	38
Figure 19: Housing: Approaches at the state and regional level	39
Figure 20: Healthcare, promotion, and prevention	41
Figure 21: Ensuring access and quality of daycare and school education	47
Figure 22: Ensuring access and quality of health prevention and nutrition	48
Figure 23: Ensuring access to housing	48
Figure 24: Expanding all-day care in schools: Objectives	49
Figure 25: Main approaches to prevent children from growing up in poverty.....	50
Figure 26: Approaches to reaching children (in need): Integrated services.....	51
Figure 27: Approaches to reach children (in need): Outreach measures.....	51
Figure 28: Compilation section: Structure and content	53
Figure 29: Outreach: Enabling free and effective access	54
Figure 30: BRISE: Objectives	57
Figure 31: BRISE: Continuous chain of intervention	58
Figure 32: BRISE: Reaching families	60
Figure 33: BRISE: Coordination	61
Figure 34: Culture Makes Strong: Objectives.....	63
Figure 35: Culture Makes Strong: Ensuring quality of projects.....	65
Figure 36: Heim-TÜV: Objectives.....	69
Figure 37: Heim-TÜV: Set of criteria	70
Figure 38: Heim-TÜV-assessments: Overview	71
Figure 39: Heim-TÜV: Assessment of shared accommodations in 2018	72
Figure 40: Education and Health NRW: Objectives	75
Figure 41: Education and Health NRW: Networking structures	77
Figure 42: TigerKids: Objectives	81
Figure 43: TigerKids: Implementation	82
Figure 44: Three pillars: Strengthening outreach	84
Figure 45: Reaching the target groups: Best practices.....	85
Figure 46: Ensuring effectiveness and sustainability: Best practices	86
Figure 47: Ensuring quality of services: Best practices.....	86
Figure 48: Policy framework: Enabling factors	87
Figure 49: Implementation framework: Enabling factors	87
Figure 50: Evaluation framework: Enabling factors.....	88
Figure 51: Ensuring effective access of children in need: Core recommendations	89
Figure 52: Strengthening impact: Aiming at equity	96

LIST OF TABLES

Table 1: Synthesis report: Structure	9
Table 2: Legal framework: Principle-oriented outline	11
Table 3: Reports at the federal level: Examples	12
Table 4: Children in households receiving standard social benefits	13
Table 5: Parental employment: Indicator for poverty risk.....	14
Table 6: Overview: Demographics of children who are more likely to be in need	15
Table 7: Children with impairment receiving support services.....	17
Table 8: Relevant recent employment and family policies at federal level.....	19
Table 9: Education and Participation Package: Services	21
Table 10: COVID-19 related measures at federal level.....	24
Table 11: ECEC: Attendance rate	29
Table 12: All-day care rates in schools	36
Table 13: Interventions supporting schools with a high concentration of children from disadvantaged backgrounds	36
Table 14: Alliances for Education: Project examples	37
Table 15: Urban development programmes aimed at social integration in North-Rhine Westphalia.....	40
Table 16: Federal interventions promoting health and prevention	42
Table 17: State initiatives and programmes aimed at health promotion and prevention ..	43
Table 18: State-level interventions promoting health and nutrition.....	46
Table 19: Overview of intervention examples	54
Table 20: BRISE - Bremen Initiative to Foster Early Childhood Development: General information	56
Table 21: BRISE: Programmes	59
Table 22: Culture Makes Strong. Local Alliances for Education: General information	63
Table 23: Heim-TÜV: General information.....	69
Table 24: Heim-TÜV: Examples of indicators of the online survey	70
Table 25: Heim-TÜV: Publications	71
Table 26: Education and Health NRW: General information	75
Table 27: Education and Health NRW: Networking objectives	75
Table 28: Education and Health NRW: Services	76
Table 29: Education and Health NRW: Principles for implementing an integrated health promotion and quality development	78
Table 30: TigerKids – Active Daycare: General information	80

LIST OF ABBREVIATIONS

AsylbLG	Asylum Benefit Act
BAKöV	Federal Academy of Public Administration
BAMF	Federal Agency of Migration and Refugees
BBSR	Federal Institute for Research on Building, Urban Affairs and Spatial Development
BHO	Federal Budget Code
BJV	Authority for Justice and Consumer Protection
BKGG	Federal Child Benefit Act
BKJ	Federal Association for Cultural Education for Children
BLE	Federal Agency for Agriculture and Food
BMAS	Federal Ministry of Labour and Social Affairs
BMBF	Federal Ministry of Education and Research
BMFSFJ	Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
BMEL	Federal Ministry of Food and Agriculture
BMG	Federal Ministry for Health
BMF	Federal Ministry of Finance
BMI	Federal Ministry of the Interior, for Building and Home Affairs
BRISE	Bremen Initiative to Foster Early Childhood Development
BuG	Education and Health
BVG	Federal Alimentation Act
BZfE	Federal Centre for Nutrition
BZgA	Federal Office for Health Education
CDU	Christian Democratic Union
DaZ	German as a foreign language
DGE	German Nutrition Society
DVV	German Association of Adult Education
ECEC	Early childhood education and care
ESF	European Social Fund
EstG	Income Tax Act
EU	European Union
EU SILC	European Union Statistics on Income and Living Conditions
FEAD	Fund for European Aid to the Most Deprived
GaFöG	Act on the All-day Support of Children in Primary School Age
G-BA	Joint National Committee
GG	Constitution
GKV	Statutory Health Insurance Providers
Gsub	Corporation for social business consulting mbH
IAB	Institute for Employment Research
IAW	Institute for Applied Economic Research Tübingen
IfSG	Infection protection Act
IQES	Instruments for quality development and self-evaluation in schools
ISCED	International Standard Classification of Education
KiFöG	Act for the Support of Children
KitaFinHÄndG	Federal Financial Assistance for the Expansion of Daycare Act
KiZ	Child supplement
KGS	Coordination Offices Promoting Equal Health Opportunities
KMK	Conference of Länder Ministers of Education and Cultural Affairs
LMU	Ludwig-Maximilians-University Munich
LZG	North Rhine-Westphalian State Centre for Health
NEPS	National Educational Panel

NQZ	National Quality Centre for Nutrition in Child Daycare and Schools
NRW	North-Rhine Westphalia
NZFH	National Centre for Early Intervention
OECD	Organisation for Economic Co-operation and Development
PISA	Programme for International Student Assessment
PrävG	Prevention Act
QBZ	Neighbourhood Centres for Education
RKI	Robert Koch Institute
ROG	Spatial Planning Act
SAB	Saxon Commissioner for Foreigners
SBK	Siemens Company Health Insurance
SCB	Social Code Book
SOEP	Socio-Economic Panel
SPI	Foundation of the Social Pedagogical Institute Berlin
SVR	Council of Experts for Integration and Migration
UhVorschG	Alimony Advance Act
UNCRC	United Nations Committee on the Rights of the Child
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN CRPD	United Nations Convention on the Rights of Persons with Disabilities
VDSR	Association of German Sinti and Roma
WoGG	Housing Allowance Act
ZPG	Bavarian Centre for Prevention and Health Promotion

1. INTRODUCTION TO THE SYNTHESIS

The synthesis report represents a deep dive into country-level interventions addressing child poverty and social exclusion in response to the objectives of the European Child Guarantee. Based on preliminary work in preparation for the European Child Guarantee, Germany has agreed to participate in this endeavour as one of seven EU Member States in which the feasibility exercise will be piloted. As a synthesis the deep dive identifies and assesses effective policies, programmes, and mechanisms aimed at ensuring the access of children in need to relevant services, especially elaborating on best practices and enabling factors. The synthesis consists of two sections, the mapping exercise and the compilation phase.

Figure 1: Deep dive: Objective

Objective

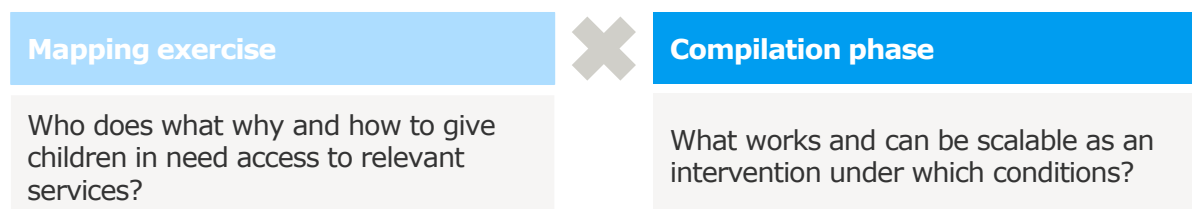


> Identify, describe and assess best practices and enabling factors contributing to the implementation of the EU Child Guarantee

Source: Own illustration.

The mapping exercise aims at illustrating responsibilities, strategies, interventions and their outcome, describing policies, programmes and mechanism to ensure the access of children in need, and thus gives an overview of existing policies and legislation and their desired outcomes. The mapping exercise is based on a collation of national policies and programmes addressing child poverty and social exclusion response, including those that play an indirect role. The compilation elaborates on evidence-based practices proven to be effective in ensuring the access of children in need to relevant services by providing intervention examples in the five relevant service areas. The sections serve to answer the following questions:

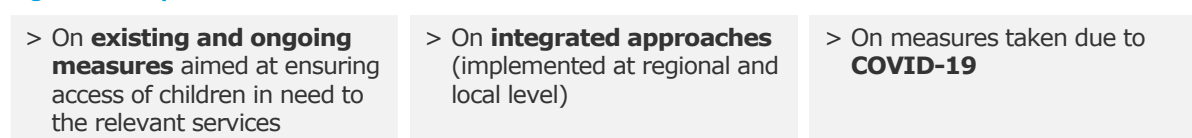
Figure 2: Synthesising: Mapping and compiling



Source: Own illustration.

The focus of the deep dive rests on the following three pillars:

Figure 3: Deep dive: Focus



Source: Own illustration.

The mapping and compilation sections serve to provide an answer to the question of how Germany can further ensure that children in need have access to relevant services, in alignment with the core recommendations of the European Child Guarantee. In combination, the sections generate an answer to the main question: *How can Germany best ensure that children in need have access to the policies and programmes relevant to the European Child Guarantee?*

On the basis of the collated interventions at the beginning of the deep dive, consultations with key governmental stakeholders at the federal level¹ are used to discuss the relevance, effectiveness, efficiency and sustainability of the policies, programmes and measures. Insights are incorporated into the assessment of approaches at the end of the mapping and helped to inform the conclusions.

The **synthesis report** is structured as follows:

Table 1: Synthesis report: Structure

1	-	Introduction to the synthesis
A	-	Mapping section
2	-	Outlining the strategy of addressing social exclusion of children in need
2.1	-	Policy and implementation framework
2.2	-	Children in need: Target groups
2.3	-	Approaches to ensuring access of children in need
2.4	-	Interventions due to the COVID 19-pandemic
3	-	Description of ensuring access of children in need to relevant services
3.1	-	Enabling access to free early childhood education and care (ECEC)
3.2	-	Enabling access to free education and school-based activities
3.3	-	Enabling access to adequate housing
3.4	-	Enabling access to free healthcare
3.5	-	Enabling access to healthy nutrition
4	-	Assessment of ensuring access of children in need
4.1	-	Assessment of measures, policies and programmes ensuring access of children in need
4.2	-	Assessment of integrated approaches and outreach measures
B	-	Compilation section
5	-	Ensuring access of children in need for the European Child Guarantee
6	-	Effective interventions in ensuring access of children in need to relevant services
6.1		Free early childhood education and care
6.2	-	Education and school-based activities
6.3	-	Adequate housing
6.4	-	Free healthcare
6.5	-	Healthy nutrition
7	-	Best practices and enabling factors in ensuring access of children in need
8	-	Conclusions to the synthesis

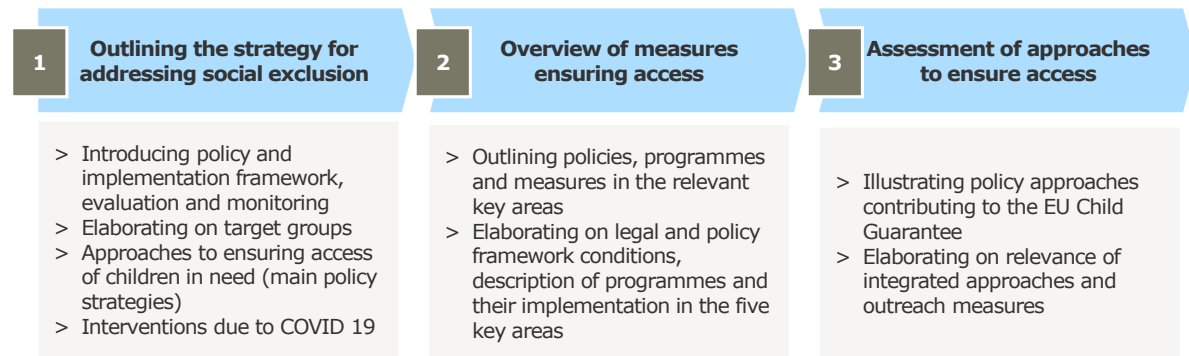
Source: Own illustration.

¹ In the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSF) the following divisions were consulted: Division 202, Division 506, Division 511, Division 513, Division 514 and Division KSR 1. In the Federal Ministry for Labour and Social Affairs, Division I and 2 and Group EF 2 were consulted as well as the Federal Ministry of Education and Research (BMBF) and the Federal Ministry of the Interior (BMI). Additionally, the information on the collated interventions has been validated by the Federal Centre for Nutrition.

A – MAPPING EXERCISE

The mapping section of the deep dive presents an overview of existing and ongoing measures, policies, and programmes, as well as relevant policy and implementation framework conditions. Chapter 1 introduces relevant framework conditions for addressing the social exclusion of children in need by introducing fundamental policy and implementation framework conditions, elaborating on the target groups, as well as the main policy approaches to addressing the social exclusion of children and measures taken due to COVID-19.

Figure 4: Mapping section: Structure and content



Source: Own illustration.

Based on the interventions collated, chapter 3 of the mapping presents a description of policies, programmes and measures in the five key areas of the European Child Guarantee, taking into account the specifics regarding legal and policy framework conditions as well as their implementation, such as processes, financial resources and timelines, their desired outcome in addressing social exclusion and their relevance in ensuring access of children in need. The third chapter presents a summary, assessing the relevance of strategies and measures as well as the level of integration and outreach.

2. OUTLINING THE STRATEGY OF ADDRESSING SOCIAL EXCLUSION OF CHILDREN IN NEED

2.1 Policy and implementation framework

The policy and implementation framework in Germany is characterized by several principles influencing policies and their implementation in all the relevant key areas, albeit to different degrees.

Legal and policy framework: Regarding the policy and legal framework, the Federal Republic of Germany is characterized by a division of competences between the federal, state and local level. This also influences the division of labour regarding the social welfare systems, mainly regulated in twelve different Social Code Books. In general, public welfare in Germany is anchored in the Constitution (Grundgesetz, GG). The social welfare system can be described by strong vertical divisions between the various social laws and social benefit systems on the one hand and across different levels of government on the other. There are those policy fields in which the *Länder* have legislative competences, such as education in schools, and those areas in which legislative competence lies at the federal level, obliging the *Länder* to implement federal legislation in state laws.

Figure 5: Legislative framework: Federal, state, and local level

Federal level	State level (<i>Länder</i>)	Municipal level
<ul style="list-style-type: none"> > Competence to legislate framework conditions (Rahmengesetzgebung des Bundes) > Federal ministries and subordinated federal authorities 	<ul style="list-style-type: none"> > Legislative competences > Responsibility to implement federal legislation into state law > Principle: <i>Länder</i> have the power to legislate "as long as and insofar as the Federation has not exercised its legislative competence by law" > State ministries and corresponding state authorities 	<ul style="list-style-type: none"> > Delegated state responsibilities > Obligation to provide certain social welfare services (Sozialstaatsprinzip zur Daseinsvorsorge, Sect. 2 ROG, Sect. 1 SCB I) > Right to self-governance (Recht auf kommunale Selbstverwaltung, Art. 28 GG)

Source: Own illustration.

The municipalities are obliged to provide various social welfare services (so-called obligatory municipal self-governance) according to the welfare state principle (Sect. 2 Raumordnungsgesetz, ROG; Sect. 1 SGB 1). They do, at the same time, have the right to self-governance (Art. 28 GG), allowing them to decide autonomously on providing certain services (so-called voluntary municipal self-governance). A similar principle applies to non-profit-making welfare associations which are accorded a legally entrenched priority in providing services. At the same time public and charitable welfare organizations are obliged to cooperate with each other. Regarding the key areas, the legal framework does differ concerning legal entitlements and competences. Furthermore, some relevant social services are insurance-based, as e.g., the healthcare system. According to Social Code Book V, anyone living in Germany is obliged to have health insurance, either in the statutory or the private health insurance system (compulsory insurance).

Table 2: Legal framework: Principle-oriented outline

Key area	Legal entitlement	Competence	Corresponding Social Code Book (Social services and benefits)	Federal Ministry
ECEC	Legal entitlement (0-6) (Sects. 22-26 SGB VIII)	Shared competence between federal and state level (pursuant to Art. 72 para. 1 and Art. 74 para. 1 cl. 7 GG)	Social Code Book VIII: Child and Youth Welfare, including Early Interventions	BMFSFJ
Education	No legal entitlement but legally compulsory education (schooling) for nine to ten years (allgemeine Schulpflicht in Vollschulzeitjahren) ²	<i>Länder</i> (Bildungsföderalismus)	Regulated in state laws	BMBF
Housing	No legal entitlement ³	Division of labour between federal state and <i>Länder</i>	Social Code Book XII: Social Welfare (Sozialhilfe) Social Code Book I: Social housing benefits (Wohngeld; Sect. 1 SGB I) ⁴	BMI
Healthcare	No legal entitlement, but obligation to health insurance	<i>Länder</i> responsibility; extensive federal legislative competence	Social Code Book V: Statutory Health Insurance Social Code Book VII: Statutory Accident Insurance	BMG

² Also applies to educational and vocational training (Berufsschulpflicht), regulated in the School laws at the state level. For an overview of the regulations, see Deutscher Bundestag, 2019a.

³ According to Deutscher Bundestag (2019b), there are some federal state constitutions that explicitly grant a right to housing (Wohnraum) or even decent housing (angemessene Wohnung), e.g., Bavaria (Art. 106 sect. 1), Berlin (Art. 28 sect. 1), Bremen (Art. 14 sect. 1) or Saxony (Art. 7 sect.1).

⁴ As well as the housing child benefit. This new nationwide state subsidy for the construction or purchase of a home (paid over a period of ten years) targets families up to certain income levels depending on the number of children. The support is provided in the form of a grant of EUR 1,200 per year for each child under the age of 18.

Key area	Legal entitlement	Competence	Corresponding Social Code Book (Social services and benefits)	Federal Ministry
Nutrition	No legal entitlement	Federal level responsible for food production, food security and food safety	-	BMEL

Source: Own illustration.

Implementation framework: Regarding the implementation framework, a large part of the policies, programmes and measures are integrated across different levels of government, since the competences are distributed across the federal, state and local level. The same, in principle, applies to different sectors as in most cases (social) service providers are responsible for offering the services or implementing the programmes. Cooperation between governmental departments is less obvious, especially since social services are characterized by a strong vertical division. In recent years, particularly at the local level, there have been efforts to provide more integrated services, taking a more holistic view of social problems and trying to reach children in their living environments – often referred to as Sozialraum (socio-spatial environment).

Evaluation and monitoring: Regarding evaluation and monitoring, especially the social services and benefits are monitored by the Federal Statistical Office and the *Länder* Statistical Offices. In general, every policy, programme and measure – if funded by public means – must be evaluated. According to the Federal Budget Code (Bundeshaushaltsordnung, BHO) every measure being funded must be adequately performance audited (Sect. 7 para. 2 cl. 1 BHO) with further administrative provisions providing more detailed regulations (BAköV, 2019). In principle, there are requirements for auditing in regard to the planning of the budget as well as the implementation of the budget (Sect. 23 BHO). Two different types of funding (Zuwendungen) require different auditing: project and institutional funding. Project funding covers the costs of one beneficiary for a distinct measure. Institutional funding covers all the costs or a non-distinct part of the costs of a beneficiary. Furthermore, there are numerous reports on different social questions, at the federal and state level, such as:

Table 3: Reports at the federal level: Examples

Editor	Report	Frequency
Autorengruppe Bildungsberichterstattung	National Education Report (Nationaler Bildungsbericht)	Published every two years
BMFSFJ	Family Report (Familienbericht)	Once every other legislative period
BMFSFJ	Children and Youth Report (Kinder- und Jugendbericht)	Once every legislative period
BMAS	Social Report (Sozialbericht)	Published every four years
BMAS	Federal Poverty and Wealth Report (Lebenslagen in Deutschland - Armuts- und Reichtumsbericht der Bundesregierung)	Once every legislative period
BMAS	Federal Participation Report (Teilhabebericht der Bundesregierung über die Lebenslagen von Menschen mit Beeinträchtigungen, Teilhabe, Beeinträchtigung, Behinderung)	Published every three to four years
BMI / BAMF	Federal Migration Report (Migrationsbericht der Bundesregierung)	Published yearly

Source: Own illustration.

2.2 Children in need: Target groups

In the public and political debate children living in poverty or at risk of poverty have been receiving increased attention in Germany over the last few years, intensified recently by the COVID 19-pandemic and its short-term and potentially long-term repercussions. At the same time, as will be illustrated in this mapping exercise, poverty prevention is not always used as a main term to describe relevant policy goals. Rather, respective policies, programmes and measures aim at improving participation and inclusion (Partizipation, Teilhabe), be it social, educational or cultural, trying to reduce (potential) disadvantages (Benachteiligung) and thus promoting equal opportunities (Chancengleichheit), though not necessarily equity (Chancengerechtigkeit). There is

no common definition of children or children in need that applies to all policy fields. Relevant target groups can be defined and categorized very differently. Legally, everyone under the age of 18 is considered a minor.⁵ Therefore, children will be used as the main term to refer to minors. At the same time, policies, programmes and measures relevant to addressing the social exclusion of children in need tend to differentiate between children and youth (Jugend, Jugendliche) as in adolescents and young adults. Where it is necessary, the terms will be differentiated.

Children living in poverty or at risk of poverty: There are different ways to define children living in poverty or at risk of poverty:

- > Firstly, relative income poverty designates children living in households whose income is less than the at-risk-of-poverty threshold, which is set at 60 per cent of the national median equivalized disposable income after social transfers. In Germany, approximately 12.1 per cent of children are living in households at risk of poverty in 2019. In 2020, the number increased to approximately 18.96 per cent⁶ (Eurostat, 2021a; Statistisches Bundesamt, 2021a).
- > Secondly, children can be considered poor if they live in a household that receives benefits according to Social Code Book II (Basic Provision for Jobseekers) or according to Social Code Book XII (Social Assistance) (Bertelsmann Stiftung, 2020a; Laubstein/Holz/Seddig, 2016). For example, in December 2020 approximately 1.8 million children lived in households that received benefits according to Social Code Book II (Bundesagentur für Arbeit, 2020a).

The Bertelsmann Stiftung (2020a) argues that definition one and two are not congruent and hence they combine these definitions by using data from the Institute for Employment Research (IAB). They estimate that every fifth child in Germany is at risk of poverty and/or lives in a household receiving benefits according to Social Code Book II, which amounts to approximately 2.8 million children in Germany (Bertelsmann Stiftung, 2020a).

- > Thirdly, children living in conditions of substantial material deprivation is indicated by the extent to which surveyed individuals reported being unable to afford goods and activities considered common. Individuals are considered materially deprived if they reported deprivation in at least three out of nine of the deprivation items (see BMAS, 2021a for more details). According to the most recent Federal Poverty and Wealth Report (6. Armuts- und Reichtumsbericht der Bundesregierung, 2021), approximately 5 per cent of children under the age of 18 years are affected.
- > Fourthly, the at-risk-of-poverty or social exclusion (AROPE) indicator refers to the sum of persons who are either at risk of poverty or severely materially and socially deprived or living in a household with a very low work intensity (Eurostat, 2021b). According to the AROPE indicator, 15 per cent of children in Germany were at risk of poverty or social exclusion in 2019 (Eurostat, 2019). However, in 2020 the indicator amounted to 25.6 per cent – being above the EU average which is 24.2 per cent (huge differences may arise due to a new definition, see footnote eight) (Eurostat, 2021c).

Table 4 indicates the number of children that live in households (or are themselves) receiving benefits and hence can be considered children in need. The target groups are children living in households that receive benefits according to Social Code Book II, children that receive subsistence payments (Hilfe zum Lebensunterhalt) according to chapter three of Social Code Book XII⁷ and children living in households that receive housing benefits (Wohngeld). Housing benefits can be understood as a rent subsidy (Mietzuschuss) or a load subsidy (Lastenzuschuss) for persons who do not receive other forms of benefits. Indicated are the most recent numbers available.

Table 4: Children in households receiving standard social benefits

Target groups	Year	Total number and share	Source
---------------	------	------------------------	--------

⁵ Age cohorts in public data may differ significantly. The same, in principle, applies to socio-economically differentiated data.

⁶ The large difference between 2019 and 2020 may result from a break in time series. These breaks occur when there is a change in the standards for defining and observing a variable over time.

⁷ Numbers on children living in households receiving basic income support in old age and in the case of reduced earning capacity (Grundsicherung im Alter und bei Erwerbsminderung) according to chapter four of Social Code Book XII were not found.

Children up to the age of 18 living in households that receive benefits according to Social Code Book II	12/2020	1,848,994 (approx. 13.45 % of underaged children)	Statistisches Bundesamt, 2021b
Children up to the age of 18 receiving subsistence payments (Hilfe zum Lebensunterhalt) according to chapter three of Social Code Book XII	2020	24,130 (approx. 0.17 % of underaged children)	Statistisches Bundesamt, 2020a
Children up to the age of 18 living in households that receive housing benefits (Wohngeld) regulated in the Law on Housing Benefits (Wohngeldgesetz)	2017	241,852 (approx. 1.79 % of underaged children)	Statistisches Bundesamt, 2017

Source: Own illustration.

To better understand the situation of these children, it is crucial to point out certain characteristics of the parents who receive benefits. Often entitlement to benefits correlates with characteristics such as family type, i.e., single-parent households, families with at least three children, or parents with a low level of education and/or being insufficiently or not at all integrated into the labour market. The latter being a main reason for child poverty (BMAS, 2021a, UNICEF Germany, 2017). As such, these children tend to live in a financially precarious family situation.

Children in need: Emphasizing the employment status of parents is of key significance in determining children's at-risk-of-poverty rates.⁸ Data from the 6th Armuts- und Reichtumsbericht 2021 (BMAS, 2021a) indicate that children's at-risk-of-poverty depends on their parents' employment status, e.g., the at-risk-of-poverty rate tends to be highest in households without employment.

Table 5: Parental employment: Indicator for poverty risk

Parental employment	Children living in households in which neither parent is employed	Children living in households in which one parent is in full employment	Children living in households in which both parents are employed, and at least one full-time
At-risk-of-poverty rate	68.5 % at-risk-of-poverty	16.7 % at-risk-of-poverty	4.1 % at-risk-of-poverty

Source: Own illustration, based on 6th Armuts- und Reichtumsbericht 2021 (BMAS, 2021a).

Furthermore, the at-risk-of-poverty rate is far higher for children with a migrant background than for children with no migrant background. The at-risk-of-poverty rate even increases for those who have personal experience with migration (BMAS, 2021a).

In light of these correlations the following overview presents the number of children identified with these characteristics as well as children in need according to the European Child Guarantee. Wherever possible, the most recent data are obtained from the Federal Statistical Office (Statistisches Bundesamt) or other official sources. The dates of the most recent numbers available do however differ. Shares were calculated by the corresponding overall number of families/children in the given year, which are highlighted in grey. There are possible overlaps, nonetheless.

⁸ The definition in the 6th Armuts- und Reichtumsbericht 2021 is in accordance with the Eurostat definition stated before. The report emphasizes that data were reported according to EU-SILC (BMAS, 2021a).

Table 6: Overview: Demographics of children who are more likely to be in need

Target groups	Year	Total number and share	Source
Families with children (0-18 years old)	2020	8,249,000 (70 % of all families)	Statistisches Bundesamt, 2021c
Families with 3 or more children	2020	967,000 (11.7 % of families with children)	Statistisches Bundesamt, 2021c
Families with children with a migrant background ⁹	2018	2,820,000 (35 % of families with children)	Statistisches Bundesamt, 2019a
Single-parent households with children (0-18 years old)	2020	1,429,000 (17.3 % of families with children)	Statistisches Bundesamt, 2021c
1 child		948,000	
2 children		389,000	
3 or more children		92,000	
Single parents with low educational attainment¹⁰	2017	23 % of single mothers, approx. 303,600 and 15 % of single fathers, approx. 27,000	Statistisches Bundesamt, 2018
Children (0-18 years old)	2020	13,743,944 (16.5 % of population)	Statistisches Bundesamt, 2021c
Children with a migrant background	2018	5,100,000 (approx. 37.5 % of children)	BMFSFJ, 2020a; Statistisches Bundesamt, 2021c
Children who started to live in homes and other forms of assisted living (Sect. 34 SCB VIII)	2019	37,671 (approx. 0.27 % of children)	Statistisches Bundesamt, 2020b; 2021d
Children who started to live in formal family-based care (Sect. 33 SCB VIII)	2019	14,256 (approx. 0.1 % of children)	Statistisches Bundesamt, 2020b; 2021d
Children who lived in homes and other forms of assisted living (Sect. 34 SCB VIII) until 31 December 2019	2019	66,692 (approx. 0.48 % of children)	Statistisches Bundesamt, 2020b; 2021d
Children who lived in formal family-based care (Sect. 33 SGB VIII) until 31 December 2019	2019	69,716 (approx. 0.51 % of children)	Statistisches Bundesamt, 2020b; 2021d
Children with severe disabilities (0-18 years old)	2019	194,213 (approx. 1.4 % of children)	Statistisches Bundesamt, 2020c; 2021d
Application for asylum (under 18 years old)	01/21-07/21	39,015	BAMF, 2021
Application for asylum, children accompanied	2015 to 2019	74,054	UNICEF, 2020
Application for asylum, children unaccompanied	2015 to 2019	563,732	UNICEF, 2020
Children granted asylum ¹¹	2015 to 2019	401,805	UNICEF, 2020
Children under the age of 18 receiving standard benefits according to Asylum Benefit Act (Asylbewerberleistungsgesetz, AsylbLG)	2019	124,511	Statistisches Bundesamt, 2020d

Source: Own illustration.

In addition, it is particularly relevant to bear in mind those target groups where no official numbers are available. For example, approximately 40,000 children and young adults (up to 28 years old)

⁹ According to the Federal Statistical Office, a person has a migration background if s/he her/himself or at least one parent does not have German citizenship by birth (Statistisches Bundesamt, 2021d).

¹⁰ Educational attainment defined according to International Standard Classification of Education (ISCED) 2011 (UNESCO, 2012). ISCED 2011 groups individuals into three categories. High category: Academic degree or a master's, technician's, or technical college degree. Middle: Vocational qualifications and/or the Abitur or Fachhochschulreife (entrance qualification for universities of applied sciences); Low: Lower secondary school certificate (Hauptschule), secondary school certificate (Realschule), without a vocational qualification or without an educational level. In 2017, approx. 1.5 million households were those of single parents. Mothers: Middle 58 per cent (approx. 765,600) and high 19% per cent (approx. 250,800). Fathers: Middle 57 per cent (approx. 102,600) and high 28 per cent (approx. 50,400).

¹¹ Refugee status: 61 per cent; Subsidiary status: 28 per cent; Humanitarian status: 11 per cent (UNICEF, 2020).

may be homeless or at risk of homelessness (Off Road Kids, 2021). Another study by the Deutsche Jugendinstitut (Deutsches Jugendinstitut, 2017) provides similar estimates. According to their estimations 37,000 children and young adults (up to 27 years old) lived in the streets in 2017. Of those, approximately 6,512 were under the age of 18 (ibid.). Off Road Kids and Deutsches Jugendinstitut both capture those without a tenancy contract or without their own living space, and thus temporarily housed with acquaintances or in shelters, and those that live (temporarily or long term) in public spaces (Deutsches Jugendinstitut, 2017; Off Road Kids, 2021). In addition, Roma and Sinti children also have a higher risk of falling into poverty and social exclusion due to multiple reasons, e.g., discrimination, precarious living situation, language, and labour market barriers. There is no official figure on the number of Roma and Sinti children in Germany. According to the Central Council of German Sinti and Roma (Zentralrat Deutscher Sinti und Roma), approximately 60,000 German Sinti and 10,000 German Roma live in Germany (Mediendienst Integration, 2021).

Children most vulnerable: Children with disabilities and refugee children can be considered most vulnerable. Addressing these children in Germany includes specific legal provisions and thus services

Figure 6: Legal provisions: Children with impairments and refugee children

Children with impairments	Refugee children
Federal Participation Act, amending regulations and provisions of Social Code Book IX, implementing the UN-CRPD	Asylum Act supplementing Sect. 16a of the Constitution (GG); Asylum Seekers' Benefits Act; Asylum Procedure Acceleration Act

Source: Own illustration.

Legal framework for children with disabilities: Whether children have the right to services for children with disabilities depends on their impairment being officially recognized as a disability (Sect. 2 para. 1 SGB IX). If so, they are entitled to special health services (SGB IX), such as benefits provided by early diagnosis and rehabilitation services. Families with children with disabilities may apply for additional family services and tax relief, e.g., disabled lump sums, care lump sums and vehicle tax relief. For example, those special regulations may be embedded in the Income Tax Act (Sect. 33b para. 1-3 EStG). According to Social Code Book VIII and IX, children with at least one physical or mental disability or at risk of a mental disability are entitled to integration assistance (Eingliederungshilfen), extending from preschool age, including services of early intervention, to visiting integrative daycare and schools.¹² The integration assistance generally means additional specialized staff is employed to support children with disabilities in daycare or schools. In schools, it includes, e.g., school support, reading, studying and communication assistants.¹³ The right to visit regular schools is incorporated in all the *Länder* laws by now (BMAS, 2019). Additionally, there are specialized facilities. The question of whether a child should receive special educational support (sonderpädagogischer Förderbedarf) at a mainstream school or be taught at a specialized school varies depending on where the child lives and is often decided in a complex interaction between parents, teachers and school authorities (Teilhabebericht; BMAS 2021b). A further special educational need is determined by assessment and is independent of the official recognition of a disability by the responsible authorities. In addition, the focus is not on determining personal limitations, but rather on linking disability-specific special needs from one or more developmental areas to educational and instructional tasks and identifying appropriate measures to support the child's development.

¹² A characteristic feature of early intervention is the combination of medical services for early detection and early treatment with curative education services as a so-called complex service. The joint service providers are the providers of integration assistance, the providers of youth welfare and the health insurance funds. The implementation of the complex early intervention service varies greatly in the *Länder* and municipalities (Teilhabebericht; BMAS 2021b).

¹³ Integration assistance in schools includes school support, reading assistants, study assistants, and communication assistants. Integration assistance also applies to vocational training.

Table 7: Children with impairment receiving support services

Children with impairment receiving support	Children receiving special educational support	Children receiving integration assistance in mainstream schools
Year: Number	2019/2020: 557,100	2019/2020: 243,000
Source	Statistisches Bundesamt, 2021d	Statistisches Bundesamt, 2021d

Source: Own illustration.

In addition, in 2018 approximately 80,205 children received integration assistance (Eingliederungshilfe) in daycare (Teilhabebericht; BMAS, 2021b).

Legal framework for refugee children: Entitlements for refugee children depend on their asylum status or their parents. Furthermore, unaccompanied children are covered by the regulations of Social Code Book VIII, including healthcare (Sect. 40 SGB VIII). Asylum seekers in need of assistance receive support for subsistence through the Asylum Seekers' Benefits Act (Asylbewerberleistungsgesetz, AsylbLG), depending on the length of their stay: During the first 18 months of residence, beneficiaries receive the so-called basic benefits (Sect. 3 or 3a AsylbLG). These are subject to special regulations, are lower than regular social assistance benefits and can be even entirely in the form of in-kind benefits. After a stay of more than 18 months, the so-called analogous benefits are provided (Sect. 2 AsylbLG). These largely correspond in form and amount to the social assistance according to Social Code Book XII. Healthcare is essentially limited to the treatment of acute illnesses and pain conditions (Sect. 4 AsylbLG) in the first 15 months of residence. However, additional benefits may be granted in individual cases if this is essential to safeguarding health. Particularly vulnerable persons such as pregnant women, children, traumatized persons, or persons with disabilities are entitled to necessary medical care. From the 16th month of residence onwards, they have access to regular services within statutory healthcare. With the granting of a protection status or the issuance of a residence permit, refugees are generally transferred to the regular social welfare system of Social Code Book II. This applies if they are either capable of gainful employment themselves or are not capable of gainful employment but live with eligible persons who are capable of gainful employment in a community of need (Bedarfsgemeinschaft). They have the same entitlement to medical services, statutory health insurance as all other compulsorily insured persons, child benefits, child-raising allowances, integration allowances and language support. The Jobcenter (SGB II) is responsible for paying the benefits and providing labour market integration measures.

Refugee children 0-6 years old have the same legal right to a place in a daycare facility (Sect. 24 SGB VIII).¹⁴ School-aged children in initial reception facilities (Erstaufnahmeeinrichtungen) or without documents face complex regulations depending on the place of residence. Compulsory schooling and the right to attend school are regulated differently in the *Länder*.¹⁵ Deadlines for compulsory schooling after admission are three or six months or are linked to assignment to a municipality. Until then, there may be a right of access to school, which means that children may attend school, but are not obliged to do so (see Deutsches Institut für Menschenrechte, 2019 or UNHCR and UNICEF, 2021 for more details). The Asylum Procedure Acceleration Act (Asylum Package I) has extended the length of stay in initial reception facilities: Asylum seekers and people from so-called safe countries of origin now stay there for up to six months, until the conclusion of their asylum procedure. In some cases, refugee children are no longer assigned to a municipality and thus do not have the right to attend school in states with corresponding regulations. Refugee children that start school often have interrupted educational biographies due to flight and the delay in entering mainstream education. Therefore, they may need special support. Many *Länder* provide different offers, e.g., preparatory or welcome classes (Deutsches Kinderhilfswerk, 2018).

¹⁴ It is the same as German children regarding allocation: Local authorities must provide places in daycare for children between one and six. In doing so, they are bound by legal requirements of the federal government and the respective state.

¹⁵ In most of the states, refugee children in initial reception facilities are excluded from compulsory schooling due to time limit regulations. Only in Berlin, Hamburg, Saarland, and Schleswig-Holstein does compulsory schooling for refugee children apply immediately.

2.3 Approaches to ensuring access of children in need

A main policy strategy in Germany is to support parental employment participation with employment policies on the one hand and family policies on the other hand, helping to arrange care and employment responsibilities (family policies). The same applies to supporting adolescents and young adults to integrate into and participate in the labour market – another central strategy to prevent disadvantages and poverty. Those measures are fundamentally relevant to all the key areas and all the target groups.

Figure 7: Main strategies: Parental employment participation



Source: Own illustration.

At the federal level, the Federal Ministry of Labour and Social Affairs (BMAS) and the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) thus play an important role, using their legislative competence, regulating, and offering relevant social services and benefits, providing additional financial resources for investments at the state and local level as well as funding thematic federal programmes and pilot projects. These include those co-financed by the EU structural funds, especially the European Social Fund (ESF), to complement measures taken to support families and their children most at risk of social exclusion or poverty (BMAS, 2020a).

The responsibilities of the BMFSFJ also include services and programmes in family education, family recreation and family educational counselling (Sect. 16 SCB VIII) as well as in early interventions, supporting families, parents and their children as early as possible. Early intervention services embedded in Social Code Book VIII are available to parents from pregnancy onwards and to families with children up to the age of three. On the one hand, they serve to strengthen parents' relationship and parenting skills. On the other, they offer parents support, advice and guidance. The overall aim is to enable every child to develop in a healthy environment free of violence. For these early intervention services, various systems work together, especially child and youth welfare, health care, early intervention and pregnancy counselling. Professionals from these fields work together closely to support parents in the care and promotion of their children. They are coordinated in local networks. Between 2012 and 2017 the Federal Initiative Early Interventions has supported developing early intervention services. Insights and results generated have led to the establishment of the Federal Foundation Early Interventions in 2018 (NZFH, 2021). Currently, the ESF Federal Programme Parental Opportunity II - Winning Families for Education at an Early Stage by the BMFSFJ aims at enabling professionals from the field of family education and from ECEC centres to work with parents and to advise families on the development and learning path of their children, on educational opportunities in everyday life and on educational transitions. For this purpose, the professionals are offered modular professional training to become a parent guide with an accredited certificate. By fall 2020, around 13,000 family education specialists and educators of daycare facilities had been qualified as parent guides (ESF, 2021a).

Table 8: Relevant recent employment and family policies at federal level

	BMAS	BMFSFJ
Legal regulations	<ul style="list-style-type: none"> > Act on Strengthening Participation and Self-Determination of People with Disabilities - Federal Participation Act (Bundesteilhabegesetz), gradually effective since 1 January 2017, amending Social Code Book IX (Rehabilitation and Participation of Disabled Persons) > Education and Participation Package (Bildungs- und Teilhabepaket) – effective since 1 January 2011, legal entitlement to education and participation services according to Social Code Book II, Social Code Book XII and Asylum Seekers Benefits Act (AsylbLG), child supplement (Bundeskindergeldgesetz), housing benefits (WoGG) 	<ul style="list-style-type: none"> > Act for the Empowerment of Children and Youth (Kinder- und Jugendstärkungsgesetz) - effective since 10 June 2021, aimed at advancing Child and Youth Welfare (SGB VII), focusing, inter alia, on child and youth protection > Strong Families Act (Starke-Familien-Gesetz) – effective since 1 July 2019, redesigns the child supplement (Kinderzuschlag, Bundeskindergeldgesetz) and improves benefits and services of the Education and Participation Package. > Act on Further Development of Quality and Participation in Child Daycare (Good Daycare (Facilities) Act) – effective since 1 January 2019 (securing, inter alia, exemption from parental contributions for families receiving social benefits)
ESF federal programmes	<ul style="list-style-type: none"> > ESF federal programme: Akti(F) – Active for Families and their Children > Fund for European Aid to the Most Deprived (FEAD) (Europäischer Hilfsfonds für die am stärksten benachteiligten Personen) 	<ul style="list-style-type: none"> > ESF federal programme Parental Opportunity II - Winning Families for Education at an Early Stage (Bundesprogramm Elternchance II - Familien früh für Bildung gewinnen)
Youth	<ul style="list-style-type: none"> > ESF federal programme: Career Entry Support (ESF-Bundesprogramm Berufseinstiegsbegleitung) 	<ul style="list-style-type: none"> > Federal Youth Strategy, presenting an overall holistic approach to take the interests and needs of young people into account, e.g., addressing fields of action such as mobility, climate change, diversity (for more information see BMFSFJ, 2019) > ESF federal model programme Encouraging Youth in the Neighbourhood (ESF Bundesmodellprogramm Jugend Stärken im Quartier) > Youth Migration Services (Jugendmigrationsdienste)

Source: Own illustration.

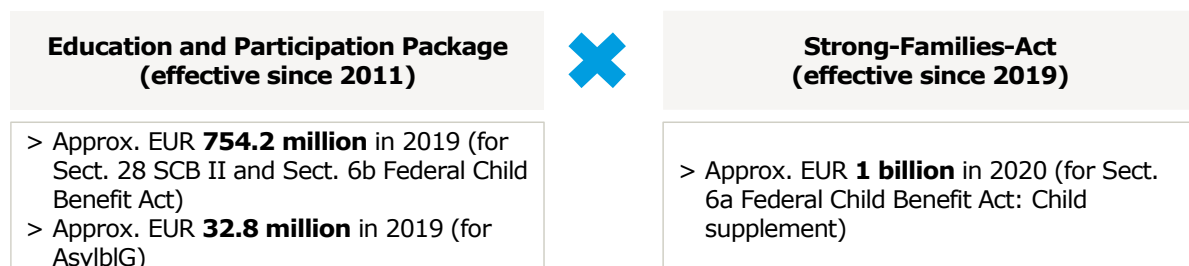
Programmes and their implementation: Measures from the BMAS aimed at improving participation of the target groups most at risk, including families and parents, include the ESF federal programme Akti(F) – Active for Families and their Children and the Fund for European Aid to the Most Deprived (FEAD). The ESF federal programme Akti(F) addresses families at risk of social exclusion or poverty, aiming to support parents in starting or expanding employment. The first interim results indicate that by the end of 2020, approximately 1,280 family members at risk of or affected by poverty and exclusion were reached (ESF, 2021b). The FEAD aims to provide food and/or basic material assistance to the most deprived (European Commission, 2021a). The BMAS and BMFSFJ jointly implement the programme. The BMAS assumes the tasks of the administrative authority and the content-related management and supervision of the programme. The BMFSFJ promotes the aim of supporting newly immigrated parents and their children up to the age of seven (Institut SÖSTRA/IAW/defacto, 2020). In Germany, the main targets are addressing, counselling, and accompanying particularly disadvantaged newly immigrated EU citizens, including parents with children up to 7 years old, specifically those not covered by basic social security. Newly immigrated parents and their children are advised on locally or regionally available support services and, if necessary, accompanied to them. Between December 2016 and December 2019, 17,635 immigrant parents were reached. 87 per cent were referred to migration counselling centres, language courses and parent-specific services. In addition, 15,632 children were reached. 86 per cent were placed primarily in daycare facilities (Institut SÖSTRA/IAW/defacto, 2020).

Additionally, there are policies and programmes addressing adolescents and young adults, specifically. The ESF federal programme Career Entry Support by the BMAS aims at integrating young people successfully into vocational training, addressing a diverse target group, but especially

lower-achieving school students who face challenges in earning a lower secondary certificate and those seeking to earn a school-leaving qualification from a special needs school if subsequent vocational training appears viable (ESF, 2021c). Career mentors support young people in earning a school-leaving qualification, improving career orientation and choice, and entering a vocational training relationship that will remain stable for the duration of training. First interim results indicate that by 2020, approx. 136,000 young people attending lower secondary and special needs schools received individual support transitioning from school to work (ESF, 2021c). Another programme focusing on youth is the ESF federal model programme Encouraging Youth in the Neighbourhood by the BMFSFJ, which supports selected model regions in testing services for young people based on Sect. 13 of Social Code Book VIII, aimed at gaining insights into the need for legislative action. The programme focuses on development areas of the recently concluded federal urban development programme Social City (Soziale Stadt) and other disadvantaged areas in which the situation for young people is particularly difficult. Until 2019, approximately 70,000 young people were supported (ESF, 2021d). It is currently planned to be continued in the next funding period, from 2020 onward, extended by a focus on homeless children and young adults. Additionally, youth migration services (Jugendmigrationsdienste), supported by the BMFSFJ, offer services specifically addressing children (or their parents) with a migrant background to support them in their integration process, covering different fields from education to work. They also address institutions and initiatives working in this field.

Legal and policy framework: Recent legal provisions mainly aim at improving social services and benefits for children living in low-income households to enable educational and social participation, and give them the chance to develop their abilities regardless of their parent's financial means (BMAS, 2020b). In 2010 the Federal Constitutional Court (Bundesverfassungsgericht) criticized the calculation of standard benefits for recipients of Social Code Book II as unconstitutional, ordering new regulations to be drafted (Bartelheimer et al., 2016; Bundesverfassungsgericht, 2010). It further emphasized that the special needs of children, adolescents and young adults need to be considered. Their minimum subsistence level should be based on their needs for personal development in different developmental phases. Consequently, the Education and Participation Package (Bildungs- und Teilhabepaket) became retroactively effective on 1 January 2011. In 2019, services under the Education and Participation Package have been further specified by the Strong Families Act, which is effective since 1 July 2019. Changes were mainly made by increasing and improving the available resources to parents and simplifying the application process. Changes include an increase in the amount for the provision of personal school supplies from EUR 100 to EUR 154, an increase in contributions for social participation, omission of parental contributions for communal lunches and school transport, new regulations on entitlements to extra tuitions, simplified application procedure, and billing procedures. The Strong Families Act also reformed the child supplement (Kinderzuschlag, KiZ), which supports households with a low income that do not receive benefits according to Social Code Book II. In 2020, 275,520 families received a child supplement (approx. 674,503 children) (Familienkasse Direktion, 2021).

Figure 8: Legal and financial provisions: Improving standard benefits



Source: Own illustration.

Children are entitled to services for education and participation if they or their families receive social benefits according to Social Code Book II, social services under Social Code Book XII, benefits under the Asylum Seekers' Benefits Act (AsylbLG), if their parents receive the child supplement under the Federal Child Benefits Act (BKGG) or Housing Benefits Law (Wohngeldgesetz). However,

children from households that receive neither of the above (social) benefits but are unable to meet the child's specific educational and participation needs may also be entitled to services under Social Code Book II or XII (so-called triggering of needs) and can apply for services at the local authority or Jobcenter (SGB II).

Table 9: Education and Participation Package: Services

	Educational services	Services for social and cultural participation
Target groups	<ul style="list-style-type: none"> > Granted to children and young adults up to the age of 25 if not in education (vocational training) or not receiving training allowance > <i>Within Social Code Book II and XII, KiZ, Housing benefit, AsylbLG</i> 	<ul style="list-style-type: none"> > Granted to children up to the age of 18 > <i>Within Social Code Book II and XII, KiZ, Housing benefit, AsylbLG</i>
Allowance	<ul style="list-style-type: none"> > Actual costs or allowance 	<ul style="list-style-type: none"> > EUR 15 per month (proof of participation required)
Services eligible	<ul style="list-style-type: none"> > One-day trips or multi-day trips with daycare or school (actual costs) > Personal school supplies (2021: EUR 103 first school semester and EUR 51.50 second school semester) > Student transportation (actual costs) > Extracurricular learning support (actual costs if no comparable school offer exists) > Lunch programme (actual costs) 	<ul style="list-style-type: none"> > Music lessons > Membership in sports club or cultural association > Baby swimming and baby massage > Vacation activities > Joint activities of cultural education > Museum visits (in the context of cultural education)

Source: Own illustration, based on BMAS, 2021c; 2021d.

The Strong Families Act also revised the application procedure: Children, or their parents, receiving benefits according to Social Code Book II, no longer need to apply separately for the services of the Education and Participation Package at the Jobcenter or local authority. Only for additional learning support does an extra application need to be filed. However, a separate application for learning support will be waived for a limited period until the end of 2023 (BMAS, 2021c). The application for benefits according to Social Code Book II automatically serves as an application for services and benefits from the Education and Participation Package. In addition, benefits can also be provided by direct payment to the provider, such as sports clubs, or via vouchers. The billing procedure for schools was also adapted: Schools now have the option of settling benefits for school trips collectively with the responsible provider.

The evaluation of the Education and Participation Package is intended to examine whether the legislature's intention is being fulfilled and whether the benefits are being received by those entitled (Bartelheimer et al., 2014; 2015). While information on the Package, services available and eligibility has steadily increased, there remain differences regarding the beneficiaries: Those with low German language skills, without school-aged children, and those with a migrant background are still being less informed. By 2013, 84 per cent of those eligible had heard of the Package (2012: 74 per cent), while 51 per cent applied for services (Bartelheimer et al., 2014). The main reasons for not applying are lack of knowledge of whom to contact (one third), missing services (24 per cent), and the incomprehensibility of the application (20 per cent) (Bartelheimer et al., 2015). The final evaluation report indicates that the level of knowledge on the application procedures and on the services and eligibility requirements still influences the application rate. Educational attainment and lifestyle of the parents were decisive for the choice of services in social participation (Bartelheimer et al., 2016).

2.4 Interventions due to the COVID-19 pandemic

While there seems to be a widespread consensus that the COVID-19 pandemic reinforces existing disparities in opportunities, thus drawing attention to and influencing the political and public debate on the living situations of children and young adults, the question of whether the current situation will have long-term effects or whether the measures taken have been appropriate and sufficient is answered differently.

On the one hand, despite many efforts on the part of policymakers and civil society, children from immigrant families and children of single parents have measurably worse starting chances (UNICEF Germany, 2021). Although the at-risk-of-poverty rate has decreased, it remains relatively high, especially for the 2.2 million children of single parents and for many children with an immigration background. Despite some improvements in reducing child poverty in recent years, the COVID-19 pandemic will likely worsen the situation and exacerbate existing problems regarding access to services for some groups of children (Bertelsmann Stiftung, 2020b). Parents in precarious situations often work part-time and have been disproportionately affected by job and income losses due to the pandemic (Statistisches Bundesamt, 2021e). Homeschooling affected children differently as home resources and parental involvement in schoolwork are of great importance for learning success. However, these benefits are not available equally to all children: Some children with a lower socio-economic background, for example, lack the necessary equipment or space to engage in learning at home (European Commission, 2020). There are further publications indicating that the COVID-19 pandemic has increased the risk of child poverty in recent months (Eurochild, 2020; Caritas NRW, 2020; SOS-Kinderdorf, 2020, UNICEF, 2021a, Holz/Richter-Kornweitz, 2020). A focal point has been the educational opportunities, especially the impact of COVID-19 related school closures in spring 2020 on student achievement. Findings from a first systematic review of international evidence-based studies on general and differential effects of COVID-19-related school closures in spring 2020 on student achievement in K–12 indicate a considerably negative effect of school closures on student achievement specifically in younger students and students from families with low socio-economic status (Hammerstein et al., 2021). There are, by contrast, publications indicating that COVID-19 might not have significant negative effects on income inequality in Germany, thus indicating that the income of parents as a main influential factor on the living situations and opportunities of children in general and those in need especially, may remain at least stable (Ifo Institut, 2020). A simulation of the results suggests that income inequality even tends to decline. In 2020, changes in income due to COVID-19 are so small that income inequality remains almost unchanged. For the lower income group there were even income gains, largely due to the child bonus (Kinderbonus), which was part of the Third Corona Tax Relief Act (Drittes Corona Steuerhilfegesetz) and aimed at supporting families with financial aid, as they were exposed to special burdens due to the Corona crises. The child bonus amounted to EUR 300 in 2020 and EUR 150 in 2021 for all families entitled to child benefits (Kindergeld).

Policy and legal framework: Regarding the measures taken, some claim that the perspective of children in taking up these measures has been neglected, not to mention the pandemic's consequences on their living conditions and ultimately the risks for child poverty. Some opinions go as far as to conclude that interventions to prevent infection were carried out disproportionately to the detriment of children (Berufsverband der Kinder- und Jugendärzte e.V., 2021). Others point out that the social, physical and psychological well-being of children, especially school children, have been a growing topic of debate, widely covered by media and consequently considered by federal and state government (SWR Wissen, 2021). Indeed, since the beginning of the pandemic measures have been taken to support children: a telephone advice service (Number Against Sorrow, Nummer gegen Kummer) being one example, a support service funded by the BMFSFJ and expanded during COVID-19 (BMFSFJ, 2021a). To quickly meet the increasing demand, the Nummer gegen Kummer expanded its counselling hours at short notice by phone and online. The BMFSFJ (2021b) provided an additional EUR 225,000 in 2020, which totals EUR 656,000 in 2020.

Measures at the federal and state level: National measures aim at strengthening existing social infrastructure and services. They can be classified into singular measures, mainly distributing additional funding to existing social benefits, and those with a longer timeline, mainly the National Action Programme Catching up after Corona for Children and Youth (Aktionsprogramm Aufholen nach Corona für Kinder und Jugendliche). In addition, singular state-level interventions can be found in every state, e.g., holiday programmes and extracurricular educational opportunities in North Rhine-Westphalia (NRW), where the Ministry for Schools and Education has funded extracurricular educational programmes to deal with the consequences of the pandemic (Landesportal Nordrhein-Westfalen, 2021). To combat repercussions, the NRW state government is continuing a central support offer of EUR 36 million to enable opportunities for children of all school types and years. In 2020, the support was EUR 75 million. Another example in the field of ECEC is the remissions of parental contributions in daycare facilities or emergency childcare

arrangements, a special entitlement for burdened families supporting children living in precarious family situations.

The singular measures as in one-time measures started early at the beginning of the COVID-19 pandemic to help citizens and families in need to cushion the social and economic consequences of the COVID-19 pandemic. The federal government supports disadvantaged children in response to the COVID-19 pandemic through the Social Protection Packages I-III (Sozialschutzpaket I-III) by facilitating access to basic welfare benefits (Sozialschutzpaket I) and ensuring that schoolchildren and children in daycare facilities continue to receive lunch despite pandemic-related closures by extending the Education and Participation Package (Bildungs- und Teilhabepaket by Sozialschutzpaket II + III) (BMAS, 2021d). Other interventions address parents (Entlastungsbetrag für Alleinerziehende - Relief for single parents; Kinderbonus - child bonus; Notfall-Kinderzuschlag - emergency child supplement) and distribute a financial allowance for the purchase of digital devices to adjust to pandemic-related home schooling.

Table 10: COVID-19 related measures at federal level

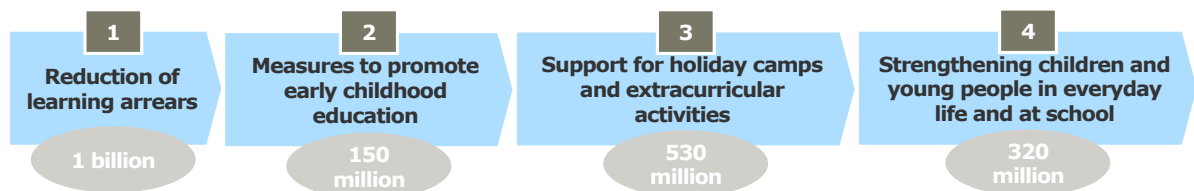
Type and level of intervention	Timeline / Financial resources	Description of the measure	Target group
<p>Aktionsprogramm Aufholen nach Corona für Kinder und Jugendliche - Action Programme Catching up after Corona for Children and Young People</p> <p>Federal programme Children's leisure bonus and learning support: regulated by Federal law BMBF, BMFSFJ, BMAS</p>	<p>Timeline: Decision on 27 May 2021, implementation started on 15 July 2021; Financial resources: EUR 2 billion</p>	<p>To accompany children and young people on their way back to a carefree upbringing and to help them catch up on learning, the federal government is investing EUR 2 billion. It consists of a catch-up programme for pandemic-related learning arrears and a comprehensive package of measures to support young people's social skills and personality development. The 4 pillars of the programme are: reduction of learning arrears (EUR 1 billion); measures to promote early childhood education and care (Sprach-Kitas and Bundesstiftung Frühe Hilfen) (EUR 150 million); support for holiday camps and extracurricular activities (EUR 530 million); accompanying and strengthening children and young people in everyday life and at school (EUR 320 million).</p> <ul style="list-style-type: none"> - <u>Kinderfreizeitbonus (children's leisure bonus)</u>: The children's leisure bonus of EUR 100 per child is available to underaged children from families in need and families with low incomes who receive benefits according to Social Code Book II and XII, AsylbLG, Bundesversorgungsgesetz (BVG), child supplement or housing benefit in August 2021. It can be used individually for holidays, sports and leisure activities. - <u>Lernförderung über BuT ohne gesonderten Antrag (no separate application for learning support in the Education and Participation Package)</u>: Learning support for children and young people from the Education and Participation Package is to be made more accessible. The separate application for learning support will be dropped from now until the end of 2023. 	<p>Children from families in stressful living situations and with low incomes</p> <p>2020: 13.74 million children (0-18 years old) (Statistisches Bundesamt, 2021b)</p>
<p>Mehrbedarf für unabweisbare digitale Endgeräte zur Teilnahme am pandemiebedingten Distanz-Schulunterricht - Support for equipment for pandemic-related home schooling</p> <p>Federal programme complementing social benefits (Social Code Book II and XII) BMAS, Department II</p>	<p>Timeline: February 2021, retroactive from 1 January 2021; Financial resources: N/A</p>	<p>Immediate equipment programme by the federal government for socially disadvantaged children: Insofar as the pupils in question are not provided with digital terminals by their respective schools, there is a one-time special need that goes beyond the standard Social Code Book II need (a subsidy of EUR 350). In principle, all pupils up to the age of 25 who attend a general or vocational school and need assistance according to Social Code Book II are eligible. Participation in distance schooling due to the pandemic is decisive. The Jobcenter on behalf of the Federal Employment Agency (Bundesagentur für Arbeit) checks whether there is a claim and distributes the payments to the families.</p>	<p>Children living in precarious family situations and their parents; receiving benefits according to Social Code Book II</p>
<p>Entlastungsbetrag für Alleinerziehende - Relief for single parents</p> <p>Federal law</p>	<p>Timeline: 21 December 2020, continuing beyond 2021; Financial resources: N/A</p>	<p>To provide targeted support for single parents, the income tax relief amount was initially increased from EUR 1,908 to EUR 4,008 for the years 2020 and 2021. With the Annual Tax Act 2020, this will be made permanent and will now also apply beyond 2021. The relief amount is an additional tax allowance to take account of the special burdens of single parents – 90 per cent of whom are women. Single parents do not have to wait until they file their tax return to receive the tax benefit. They can take advantage of the relief directly with their income tax.</p>	<p>Single-parent families</p> <p>(Almost one million working single parents and their children benefit from the relief)</p>

Type and level of intervention	Timeline / Financial resources	Description of the measure	Target group
Sonderprogramm für soziale Infrastruktur durch Darlehen und Zuschüsse - Special programme for social infrastructure through loans and grants Federal Investment Programme BMFSFJ, Department 5	Timeline: 9 July 2020 (started in September 2020); Financial resources: EUR 1 billion	Package of investment measures in social infrastructure, particularly for non-profit organizations, supporting the child and youth welfare system, with three pillars: Support through loans; Bridging aid in the form of grants; Structural strengthening through a special programme for child and youth welfare services.	Organizations and institutions in child and youth welfare
Warmes Mittagessen trotz Schließungen - Sozialschutzpaket II - Hot lunch despite closures - Social Protection Package II Federal Programme complementing social benefits (Social Code Book II and XII) BMAS, Division II a 2	Timeline: 5 January 2020, extension until December 2021 (Social Protection Package III); Financial resources: N/A	The BMAS's Social Protection Package II (Sozialschutzpaket II) is intended to stifle the social consequences of the pandemic. Among other things, municipalities can now deliver free communal lunch to the homes of children from families receiving social benefits according to Social Code Book II and XII, AsylbLG, Bundesversorgungsgesetz (BVG), the child supplement or housing benefit, or children may collect it at certain locations. They are entitled to as a BuT (Education and Participation, Bildung und Teilhabe) benefit in schools or daycare centres.	Children living in precarious family situations and their parents
Bund-Länder-Vereinbarung zur Ausleihe von digitalen Endgeräten - Joint agreement on equipment support for home schooling Federal programme (joint) (Zusatzvereinbarung zum DigitalPakt Schule)	Timeline: 15 May 2020; Financial resources: EUR 500 million & 10 per cent deductible by the states	In April 2020, the DigitalPakt Schule was extended by EUR 500 million as part of an emergency equipment programme to support schools to lend digital devices to pupils from low-income households. It was aimed at compensating for social imbalances jeopardizing teaching objectives.	School children living in low-income households
Kinderbonus - Child Bonus Federal programme complementing social benefits (SGB II) BMF Division IV C8,	Timeline: 23 April 2020; Financial resources: N/A Disbursements of the Family Benefits Office (Familienkasse) in 2020: approx. EUR 46 billion for child benefit; equals 11 per cent of the federal budget (Bundesagentur für Arbeit, 2020a)	The child bonus 2021 amounts to EUR 150 per child. It is paid out for all children who are entitled to child benefits (Kindergeld). The child bonus 2020 of EUR 300 for each child, which was decided in mid-June 2020, was mainly paid in September and October 2020. The child bonus remains free of charge in the social security systems. The nationwide Child Bonus is paid out by the Family Benefits Office (Familienkasse), so that no separate application filed with the Family Benefits Office is necessary in addition to the initial application for child benefits (Kindergeld). All families for whom the child benefits for all children were previously more favourable than the relief provided by the tax allowances for children will benefit fully from the child bonus. Families with higher incomes may benefit partly or not at all, because the child bonus is fully offset against the child supplement and must be repaid via income tax.	<p>Families with children (everyone eligible for Kindergeld)</p> <p>Eligible in 2020: 9,729,948 families; 16,273,189 children</p> <p>As a result, more than 75 per cent of children receive full relief from the child bonus, while just under 25 per cent receive only partial relief or no relief at all (BMFSFJ, 2021b).</p>
Vereinfachter Zugang zum Kinderzuschlag – Sozialschutzpaket I - Simplified access to the child supplement - Social Protection Package I Federal law BMFSFJ, Division 212	Timeline: March 2020; Financial resources: N/A	Families whose income was reduced due to short-time work, unemployment benefits or lower income should have had easier access to the child supplement. As an exception, the examination of the child supplement was to be based on the income in the last month before the application. This applied to cases in which the period for granting a child supplement started between April and September 2020. In addition, the consideration of assets will be suspended for a limited period to make the benefit less bureaucratic and to make it easier to deal with current emergency situations. This regulation applies until 31 December 2021.	Families whose income was suddenly reduced due to short-time work, unemployment benefits or lower income, who therefore became eligible to apply for the child supplement.

The market income of a large part of the population has been significantly reduced in the crisis year, with low-income earners and the self-employed being particularly hard hit (IW Köln, 2020). The welfare state's social security system has had a stabilizing effect, mainly having contributed to avoiding a significant reduction in disposable household incomes. The comparison between 2019 and 2020 shows that the measures taken, including reforms of the child supplement (Kinderzuschlag) and the housing benefits (Wohngeld), have effectively counteracted an increase in social inequality in the crisis year. However, the long-term consequences of the COVID-19 pandemic on the distribution of income before and after taxes and social transfers cannot yet be assessed. But the evaluation of the distributional effects up to the time of the analysis suggests that the social security system – with its existing elements and the intervention of policymakers – was able to cushion a substantial portion of the loss of income.

The largest programme beyond financial aid started in June 2021: the **national action programme Catching up after Corona for Children and Youth**. It is funded by the BMFSFJ and the Federal Ministry for Education and Research (BMBF), each spending EUR 1 billion. It will be implemented at the state level (BMFSFJ, 2021a). The amount will be spent in 2021 and 2022, covering a wide range of objectives, e.g., to catch up on learning deficits, to assist children and families with young children in need of language support, to strengthen youth work for children and youth from socially disadvantaged families, and to support young people with increased needs in school and everyday life. In particular, the national action programme provides additional funding to established institutions, e.g., daycare facilities and national programmes like Language Daycare Centres (Sprach-Kitas). The catch-up package aims to strengthen existing programmes and hence does not include the funding of pilot projects. The plan is not to evaluate the programme in its entirety. Possibly, single elements will be assessed and monitoring data analyzed. However, it is recommended that at the beginning of the implementation of the action programme a design for an evaluation should be developed and consequently implemented by those politically responsible in the states, covering procedures for the allocation of services, the process design, the realization of planned services (output) and, as far as possible, the effects at the level of the target groups (outcomes) (Friedrich-Ebert-Stiftung, 2021).

Figure 9: National catch-up package: Four pillars



Source: Own illustration based on BMBF, 2021a.

Part of the programme is also the Children's Leisure Bonus (Kinderfreizeitbonus) of EUR 100 per child, which is available to underaged children and young people from families in need and families with low incomes who receive benefits according to social benefits (SGB II, SGB XII, AsylbLG, BVG, child supplement or housing benefit) in August 2021. It can be used individually for holiday, sports and leisure activities and was paid out mainly in August 2021. The children's leisure bonus is regulated by federal law.¹⁶ Additionally, learning support for children and young people from the Education and Participation Package is to be made more accessible. Therefore, the separate application for expenses for learning support will be dropped until 31 December 2023. It is assumed that some pupils would already want to take advantage of learning support during the summer holidays, so the regulation took effect on 1 July 2021.

Example of implementation on state level - Berlin: The Senator for Education, Youth and Family Affairs of Berlin, Sandra Scheeres, presented the programme Strong despite Corona - Catch-Up Programme for Berlin's Children and Young People (Stark trotz Corona - Aufholprogramm für Berliner Kinder und Jugendliche) in a press conference on 4 June 2021

¹⁶ Kitafinanzhilfenänderungsgesetz (KitaFinHÄndG) 25 June 2021 (Act amending the Act on Federal Financial Assistance for the Expansion of Daycare and amending other laws) (Bundesgesetzblatt, 2021).

(Senatsverwaltung für Bildung, Jugend und Familie, 2021a) The State receives federal funds of EUR 64 million. EUR 44 million will be used to reduce learning arrears. EUR 3 million will be invested in the programme “Strengthening Youth Work”, EUR 9 million in “Accompanying and Supporting Children and Young People in School and Everyday Life through Social Work”. In addition, about EUR 8 million will be invested in the programme “Promoting Early Childhood Education”.

Figure 10: Strong despite Corona - Catch-up Programme for Children and Young People in Berlin

Objectives	Investment		Target groups
Reduction of learning arrears	Federal: 1 billion	Berlin: 44 million	All pupils with support needs
Measures to promote early childhood education	Federal: 150 million	Berlin: 5 million	Language Daycare Centres
		Berlin: approx. 2.8 million	Early Interventions
Support for holiday camps and extracurricular activities	Federal: 530 million	Berlin: approx. 3 million	Especially socially disadvantaged children
Strengthening children in everyday life and at school	Federal: 320 million	Berlin: approx. 9 million	Young people with increased support needs

Source: Own illustration, based on Senatsverwaltung für Bildung, Jugend und Familie Berlin, 2021a.

To make up for learning deficits in subject-related and psychosocial skills in an appropriate way, the Strong despite Corona programme in Berlin provides for a structured and participatory procedure (Senatsverwaltung für Bildung, Jugend und Familie Berlin, 2021b). First, teachers conduct individual learning assessments in the classes to determine where each student stands, then hold individual one-on-one meetings with parents and students to discuss support needs together. Usually, registration for the support measures is coordinated by the school. All measures are free of charge for parents as well as students. The measures complement general support measures and are provided by different independent welfare organizations like the Technische Jugendfreizeit- und Bildungsgesellschaft gGmbH (Technical Youth Leisure and Education Society) and the Deutsche Kinder- und Jugendstiftung (German Children and Youth Foundation).

3. DESCRIPTION OF ENSURING ACCESS OF CHILDREN IN NEED TO RELEVANT SERVICES

As already illustrated, measures taken at the federal level to ensure that children in need have access to relevant services encompass legal framework revisions and regulations. They are aimed at improving framework conditions, aligning obligations, regulations and provisions at the federal, state and local level. In the field of ECEC, education and housing, these are accompanied by financial investments aimed at expanding and improving services by making additional financial resources available at the state and local level. Finally, there are programmes and pilot projects at the federal and state level supporting the uptake of the policies and goals and supporting a quality-oriented implementation.

Figure 11: Policy strategies: Level of integration



Source: Own illustration.

Respective measures, differentiated by legal provisions, financial investments and programmatic development, are described in the following and broken down by key areas. While most of them aim at strengthening the participation and equal opportunities of all children reached, there are additional programmes at the state level explicitly addressing children in poverty or at risk of poverty, mainly by trying to preventively reach and support children in need in their socio-spatial environment and providing access to services from a range of key areas, as e.g., the following two state programmes:

- > The state programme **Baden-Wuerttemberg Strong Children – Rich in Opportunities** (Landesprogramm Baden-Württemberg Starke Kinder – Chancenreich) by the Ministry of Social Affairs, Health and Integration is aimed at raising public awareness of child poverty, connecting existing and additional services, encouraging the service providers to network and create synergies in fighting child poverty. The measures are intended to address the most vulnerable children at particular risk of poverty. They provide approximately EUR 5 million – EUR 2.5 million in ESF funds and state funds each – in accordance with thematic calls for locally implemented projects, each addressing different issues regarding child poverty such as, e.g., homeless families and strategies to improve opportunities for children with a migrant background (Starke Kinder – Chancenreich, 2021). The programme draws on several recent studies on the topic of poverty, participation, and children’s rights, as well as the state’s most recent social monitoring report.
- > The State Ministry of Social Affairs, Health, Women and Family in **Saarland** is responsible for **funding a programme to combat child poverty** (Förderprogramm zur Bekämpfung von Kinderarmut), providing funding for projects aimed at combating the effects of poverty for children. A special fund of around EUR 200,000 for 2020-2021 (Ministerium für Soziales, Gesundheit, Frauen und Familie Saarland, 2021) is available to support material costs or fees for new projects. Welfare organizations, independent child and youth welfare organizations or extracurricular child and youth work organizations, non-profit associations and municipalities are eligible to apply for funding.

3.1 Enabling access to free early childhood education and care (ECEC)

Legal and policy framework: Expanding the child daycare supply for all children and improving the quality has been an important policy for the federal government, closely cooperating with the *Länder* and the municipalities. Relevant legal amendments have been the introduction of a legal entitlement to daycare for under 3-year-olds in 2013, thus expanding the legal entitlement from 1 to 6 years since 1996, complemented by supporting the municipalities in funding the expansion

and quality improvement of daycare facilities.¹⁷ The competence for providing and funding daycare, including the level of daycare fees, lies at the municipal level, while the federal government is responsible for the legal provisions and regulations and the *Länder* for transposing the responsibilities set out at the federal level into their legislation.¹⁸ The *Länder* regulate, e.g., the financing of the facilities, staffing ratio, opening hours, pedagogical concepts, educational objectives, language support services, incorporating healthcare-related services as well as cooperating with parents and primary school. Since 2013 five investment programmes for childcare financing (Investitionsprogramme Kinderbetreuungsfinanzierung) by the federal government have provided the *Länder* with massive financial aid to expand daycare facilities, amounting to EUR 5.4 billion in total, and creating 750,000 new childcare places by 2020 (BMFSFJ, 2021c).

Table 11: ECEC: Attendance rate¹⁹

Age group	Total number and attendance rate: 1 March 2021 (Statistisches Bundesamt, 2020f; 2021f; 2021g; BMAS, 2021b)
0-3 years	<ul style="list-style-type: none"> > 680,502 children in daycare facilities and 129,406 in publicly funded daycare services provided by childminders > Overall attendance rate: 34.4 % > Overall attendance rate of children with a migrant background in 03/2020: 21 % > Overall attendance rate of children without a migrant background in 03/2020: 43 % > <i>Children with impairments receiving integration assistance in 2018: 4,052 (0.5 % of all children in daycare)</i>
3-6 years	<ul style="list-style-type: none"> > 2,188,576 children in daycare facilities and 19,973 in publicly funded daycare services provided by childminders > Overall attendance rate: 91.9 % > Overall attendance rate of children with a migrant background in 03/2020: 81 % > Overall attendance rate of children without a migrant background in 03/2020: 99 % > <i>Children with impairments receiving integration assistance in 2018: 79,163 (3.1 % of all children in daycare)</i>

Source: Own illustration.

Ever since 2014 a focus has been to develop common quality goals for childcare. In 2016 a federal-state working group (Bund-Länder-Arbeitsgruppe) with the participation of the leading municipal associations (kommunale Spitzenverbände) drew up the interim report Further Developing Early Education and Securing it Financially (Frühe Bildung weiterentwickeln und finanziell sichern) (BMFSFJ, 2016). In 2017 the Conference of Youth and Family Ministers (Jugend- und Familienministerkonferenz) adopted key points for a Quality Development Act (Qualitätsentwicklungsgesetz) by a large majority (Jugend- und Familienministerkonferenz, 2017).

The efforts to expand and improve childcare have recently led to the Act on Further Development of the Quality and Participation in Child Daycare, in short Good Daycare (Facilities) Act,²⁰ effective since 1 January 2019 (BMFSFJ, 2018). The Act aims to further improve daycare quality, achieve common standards in all the states, and partially relieve parents of the costs of daycare. For that purpose, the federal government will allocate EUR 5.5 billion to the *Länder* by 2022. All sixteen *Länder* have concluded agreements with the federal government (Gute-KiTa-Verträge) (BMFSFJ, 2021c), determining how the Good Daycare (Facilities) Act will be implemented into legislation at the state level and how the federal funds provided will be invested.²¹ In June 2020, as part of the Economic Stimulus Package (Konjunkturpaket), the federal cabinet decided to make an additional EUR 1 billion available for the expansion of daycare facilities in 2020 and 2021, representing the 5th Investment Programme for Childcare Financing (5. Investitionsprogramm Kinderbetreuungsfinanzierung 2020-2021).

¹⁷ For more details on publicly or privately run daycare facilities and providers, see Ländermonitor, 2021.

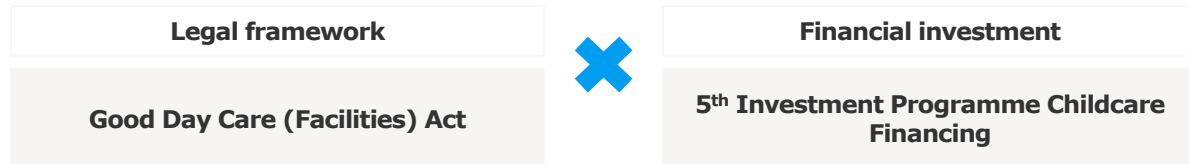
¹⁸ For an overview on the legal regulations at the state level, see Deutscher Bildungsserver (2021).

¹⁹ In total, there are 58,500 daycare facilities in Germany, of which 19,294 are publicly and 39,206 are privately operated (as of 1 March 2021) (Statistisches Bundesamt, 2021g). Of these, 22,428 are inclusive daycare facilities and only 216 are for disabled children alone (ibid).

²⁰ Gesetz zur Weiterentwicklung der Qualität und zur Teilhabe in der Kindertagesbetreuung, *Gute-KiTa-Gesetz*. For a description in English, see Library of Congress 2019.

²¹ For this purpose, the *Länder* can choose from measures in ten different fields of action, ranging from prolonged opening hours, a better staff ratio, the qualification of staff, language support or decreasing the financial burden on parents by reducing or even abolishing childcare fees.

Figure 12: Access to free ECEC: Legal and financial provisions



Source: Own illustration.

The efforts to expand and improve daycare have been monitored ever since 2010 by the BMFSFJ. Since 2016 it has been published annually in Child Daycare Compact (BMFSFJ, 2021d).²² In addition, the advancement of the Good Daycare (Facilities) Act is monitored in the Good Daycare Report (Gute-KiTa-Bericht), which is also published annually (BMFSFJ, 2020b). Additionally, the implementation of the Act is evaluated. The first evaluation study examines the implementation status of the measures in the *Länder* and places them in their respective contexts. It also examines which conditions were particularly conducive to implementation and which were more of a hindrance. The second evaluation study addresses the question of whether the law and the associated measures have had the intended effects. The BMFSFJ is legally obliged (Sect. 7 BHO) to control the effects of the investment programmes (Erfolgskontrolle) in a systematic review process aimed at assessing whether the intended outcome is achieved. The Federal Audit Office (Bundesrechnungshof) assists parliament and the government in auditing and reporting, advises on improvements and has recently published a statement concluding that it cannot reliably be assessed whether the investment programmes have achieved the intended impact, especially with regards to further investments in the framework of the Corona Stimulus Package (Corona-Konjunkturpaket) (Bundesrechnungshof, 2020).

Whether access to ECEC is free of charge, varies from region to region, more precisely from municipality to municipality. As does the attendance rate, which also differs between regions and municipalities. The need for daycare places continues to exceed their availability, above all in the cities (Mühleib et al., 2020). Besides granting federal funds to the *Länder*, with the Good Childcare (Facilities) Act parts of Social Code Book VIII were amended, introducing three relevant changes regarding parental contributions (Elternbeiträge):

- > Firstly, the staggering of parental contributions (Staffelung der Elternbeiträge) without the so-called reservation of state law (landesrechtlichen Vorbehalt) was introduced, rendering a staggering obligatory – while leaving the implementation of these provisions to the *Länder*.
- > Secondly, the exemption of certain groups was expanded to include children from families with low income who receive housing benefits and/or a child supplement (Sect. 90 para. 4 SGB VIII).²³
- > Thirdly, it introduces an obligation to inform and consult parents on exemptions (Sect. 90 para. 3 SGB VIII), and the possibility to be exempt in case of unreasonable burden, which can be applied for at the local public youth welfare agencies (Jugendämter).

The jurisdiction remains with the *Länder*, transferring the determination of parental contribution to the local public youth welfare organizations (örtlichen Träger der öffentlichen Jugendhilfe). The current state of being free of parental contributions (Elternbeitragsfreiheit), as regulated in the legal provisions at the state level, shows that three *Länder* provide free-of-charge daycare²⁴ – in some cases including lunch catering for children with disabilities in daycare – while thirteen *Länder* charge parents, eleven of them having some sort of staggered arrangements, e.g., regarding the age of the child, a mandatory gap in contributions or the family income. The federal funds granted to the *Länder* can be used to secure Elternbeitragsfreiheit as one of the fields of action. Eleven states currently use the funds provided to reduce parental contributions (Gute-Kita-Portal, 2021).

²² Between 2010 and 2015, the so-called KiföG-Berichte have annually informed on the advancement of expanding daycare. Since 2016, data are annually published in Kindertagesbetreuung Kompakt, also covering the satisfaction of parents with provided daycare.

²³ Even before parents receiving benefits according to Social Code Book II were exempt from contributions.

²⁴ Mecklenburg-Western Pomerania, Berlin and Hamburg.

The obligation to inform and consult has been introduced, inter alia, because a study revealed that exemptions have not been known and applied for sufficiently (Mühleib et al., 2020).

Coordinating demand at the state level – Example of daycare vouchers: Some states, including Hamburg and Berlin, use daycare vouchers as a subsidy commitment by the city to the daycare provider to give access to early childhood education and care to as many children as possible (Dachverband Berliner Kinder- und Schülerläden e.V., 2021). In some cases, daycare vouchers have also been introduced at the municipal level. Parents must apply for a daycare voucher if their child is to be cared for in a daycare facility or by a childminder, and it can be redeemed at a facility of their choice. The *Kita-Gutschein* determines the need for care, which in Berlin is 5-7 hours a day for children from their 1st birthday (Senatsverwaltung für Inneres und Sport Berlin, 2021). Before a child's 1st birthday, the need for care must be proven, as is also the case with a higher need for care with older children. In Berlin, free daycare for parents is an incentive to make early childhood education and care accessible to all parents and is intended to lead to competition between facilities by giving parents a free choice, so that the quality improves. It also should lead to an expansion of daycare facilities according to the needs of parents, and an increase in the use of early childhood education and care through a diverse range of services (BMFSFJ, 2008).

Programmes and their implementation: In addition to supporting the expansion and quality improvement legally and financially, the BMFSFJ runs several federal programmes aimed at providing all children with quality care and easier access to early childhood education and care. As an umbrella the BMFSFJ currently uses the campaign Early Education - Equal Opportunities (Frühe Bildung- Gleiche Chancen). As a reference: In March 2021, 58,500 daycare facilities existed in Germany (Statistisches Bundesamt, 2021h).

Figure 13: ECEC at federal level: Early Education – Equal Opportunities

Type and level of intervention	Timeline / Financial resources	Description / Target group / Evaluation and monitoring
<p>Language daycare centres: Because Language is the Key to the World</p> <p>Bundesprogramm – „Sprach-Kitas: Weil Sprache der Schlüssel zur Welt ist“</p> <p>Federal programme by the BMFSFJ - Division 514</p>	<p>Timeline: 2016-2020; 2021-2022; Financial resources: EUR 1.3 billion for the total funding period</p>	<p>Targeting child daycare facilities having a higher-than-average proportion of children with special language development needs, enforcing inclusive pedagogy, supporting daycare facilities with more than 40 children (BMFSFJ, 2021e). Special target groups are children and families with a migration or a refugee background, as well as children from educationally disadvantaged families. The programme finances more than 7,000 specialists who support daycare providers in speech and language tuition for children as well as assisting the respective families. From 2021, the federal programme places a new focus on the use of digital media and the integration of media-pedagogical issues into language education. One in ten daycare facilities are funded nationwide, with 500,000 children and their families benefiting (BMFSFJ, 2021e).</p>
<p>Stepping into Childcare: Building Bridges into Early Childhood Education</p> <p>Bundesprogramm „Kita-Einstieg: Brücken bauen in frühe Bildung“</p> <p>Federal programme by the BMFSFJ - Division 514</p>	<p>Timeline: 2017-2020, 2021-2022; Financial resources: EUR 107 million for the total funding period (up to EUR 150,000 per year for every location); co-financed with 10% of the total expenditure eligible by the beneficiary</p>	<p>With the programme, the BMFSFJ promotes low-threshold services that prepare and support access to child daycare. Since 2017, a wide range of suggestions, services and approaches have been tested and implemented at 126 subsidized locations. These provide initial insights into the child daycare system and inform families, e.g., on opportunities for early education in Germany. To implement high-quality offers, qualification measures for (pedagogical) specialists are also promoted. In addition, the programme can support measures that help to integrate skilled workers with a refugee background into work – for example through an internship in a daycare centre. Up to 2021, more than 76,000 families, children (32,000) and professionals have been reached, 12,000 children have received support to enter childcare, 152 coordinating and networking offices have been established, 512 positions for trained professionals have been created, and over 3,200 additional services have been implemented (Consultations, BMFSFJ).</p>

Type and level of intervention	Timeline / Financial resources	Description / Target group / Evaluation and monitoring
<p>ProChildminding: Where Education for the Smallest Starts –</p> <p>Bundesprogramm ProKindertagespflege: Wo Bildung für die Kleinsten beginnt</p> <p>Federal programme by the BMFSFJ - Division 513</p>	<p>Timeline: 2019-2021; Financial resources: Overall EUR 22.5 million for the total funding period (up to EUR 150,000 per year for each facility)</p>	<p>Focusing on the qualification of daycare workers, especially childminders, improving framework conditions and strengthening cooperation with local authorities, according to the principle of “qualified action and care” (Qualification manual Daycare for Children [Qualifizierungshandbuch Kindertagespflege – QHB]), in seven mandatory subject areas. Providing financial support in the amount of EUR 22.5 million in total for 47 model locations (municipalities). So far, 1,500 childminders have been qualified (BMFSFJ, 2021f). No data is currently available on the other measures.</p>

Source: Own illustration.

Additionally, a recently started skilled labour initiative (Fachkräfteoffensive Erzieherinnen und Erzieher: Nachwuchs gewinnen, Profis binden) aims to attract more early childhood educators and care workers by expanding paid and workplace-based training and by supporting vocational and practical education with training supervisors in child daycare. There are also financial incentives for professional development and taking on special technical responsibility in the form of bonuses.

Support and facilitation structures – Example of Stepping into Childcare: In general, these programmes have an extensive support and facilitation structure, including evaluating the programmes and facilitating their implementation, also aimed at transferring and scaling up lessons learned. Since Stepping into Childcare: Building Bridges to Early Childhood Education seems especially relevant for ensuring access to ECEC, the programme and support structure serves as an example:

Figure 14: Stepping into Childcare: Programme support and facilitation structure

Service Centre	Process Facilitation	Evaluation	Public Relations
Foundation SPI (Social Pedagogical Institute Berlin) & gsub (Corporation for social business consulting mbH)	Institute for Early Education and Development (Lower Saxony)	University Paderborn, AG Inclusive Education	Ramboll
<ul style="list-style-type: none"> Information, communication and counselling (projects and other programme partners) Responsible for helping develop and review project concepts Annual monitoring and reporting Supporting of the BMFSFJ and public relations Financial administration Supporting local coordination and networking offices 	<ul style="list-style-type: none"> Input, expertise and knowledge-sharing (online and offline) Complementing conceptualisation and counselling Responsible for networking events and conferences Cooperating with evaluation Drafting recommendations 	<ul style="list-style-type: none"> Evaluation of the project modules Scaling up and publishing (handouts and recommendations, closely cooperating with other programme partners) 	<ul style="list-style-type: none"> Programme specific public relations Editorial management of Microsite Developing, counselling and publishing material

Source: Own illustration.

The 126 locations receiving funding are supported by regional coordination and networking offices (based at the public youth welfare agencies) and specialized staff to implement the services in their region, closely cooperating with various actors and organizations such as specialist counselling services, Jobcenters, and employment agencies (Agenturen für Arbeit), providers of initial and shared accommodation, providers of integration courses, further training facilities and qualification providers as well as multi-generational houses. As such, the aim is to reach families and their children locally and to support them in gaining access to the ECEC, with the aim of strengthening cooperation between relevant services at a local level.

The *Länder* implement additional programmes aimed at promoting and improving early childhood education and care, especially by strengthening daycare facilities in their ability to integrate and thus support all children, particularly those with special needs and/or difficult family situations. The programmes often aim at developing child daycare facilities into family-oriented and networking organizations, coordinating with other relevant services at the local level.

Figure 15: ECEC at state level: Developing daycare facilities

Type and level of intervention	Timeline / Financial resources	Description / Target group / Evaluation and monitoring
<p>Family Daycare Centres North Rhine-Westphalia - Familienzentren Nordrhein-Westfalen -</p> <p>State Ministry for Children, Family, Refugees and Integration</p>	<p>Timeline: Since 2006; Financial resources: EUR 12,000 is granted each year to each certified facility meeting the quality standards (Gütesiegel Familienzentren NRW)</p>	<p>The aim of the Family Centres is to integrate education and care services for children with existing family support services. The Centres thus support and encourage children and families to develop their capacities and provide a wide range of services such as family education, family counselling and childcare; ensuring a better work-life balance and supporting families individually and on a needs basis, also through integrative offers for families with a migrant background.</p> <p>They work primarily with families at high risk of exclusion and poverty (Jordan/Lindner, 2008). There was an extensive evaluation (Stöbe-Blossey et al., 2019).</p>

Type and level of intervention	Timeline / Financial resources	Description / Target group / Evaluation and monitoring
<p>Brandenburg state programme Kiez-Kita - Opening Educational Opportunities²⁵ -</p> <p>Landesprogramm Brandenburg Kiez-Kita – Bildungschancen eröffnen</p> <p>Ministry of Education, Youth and Sports</p>	<p>Timeline: 2018-2021; Financial resources: 2017-2018: EUR 6.6 million (in total) 2019-2021: EUR 6.5 million per year</p>	<p>The programme aims at strengthening families and daycare facilities in their ability to create a supportive learning environment for children and to provide educational stimulation, thus countering social disadvantages as early as possible. The state grants subsidies to the youth welfare offices (local providers of public youth welfare) which forward these to providers of the participating daycare facilities. As of 1 August 2021, 1,940 daycare facilities are participating (Ministerium für Bildung, Jugend und Sport Brandenburg, 2021a). The program enables continuous reinforcement by additional staff in the daycare centres as well as professional support at the level of the youth welfare offices (Ministerium für Bildung, Jugend und Sport Brandenburg, 2021b).</p>
<p>Early Start – Qualification programme for child daycare centres</p> <p>Frühstart – Qualifizierungsprogramm für KiTas</p> <p>Private programme, initiated by the Hertie Foundation</p>	<p>Timeline; 2004: Start in Hessen, 2012: Expansion to Rhineland-Palatinate, 2014: Expansion to Bavaria; Financial resources: N/A</p>	<p>The programme focuses on daycare centres in multicultural and disadvantaged neighbourhoods. The programme primarily aims to support daycare centres' pedagogical staff by providing them with high-quality educational opportunities at the centres where they work. The programme focuses on three areas: intercultural education, parental work and connecting relevant players.</p>

Source: Own illustration.

Prevention chain – Example of Bremen Initiative to Foster Early Childhood Development (BRISE):

A different approach is taken in the Bremen Initiative to Foster Early Childhood Development (BRISE - Bremer Initiative zur Stärkung frühkindlicher Bildung), introduced by the Bremen State Senate together with the Senator for Children and Education, the Senator for Social Affairs, Youth, Integration and Sport and the Senator for Science, Health, Women and Consumer Protection. The initiative is funded with approximately EUR 8.4 million in total, EUR 1.9 million provided by the Jacobs Foundation, EUR 2.5 million from the state, and EUR 4 million in federal funds from the BMBF, mainly for researching the effects. Ever since 2017, the initiative has aimed at providing effective support for families and children in their early years. Families facing special challenges are closely accompanied to provide a *chain of support*, integrating different measures and services, mainly provided by early intervention and early childhood education programmes. The initiative includes several contact points throughout the state, in different districts, aimed at reaching and informing families in their neighborhoods as well as building relationships with professional family guides. In 2021, 380 families from 37 districts have participated in the programme, two third even before giving birth, one third 10 weeks after giving birth (Pressestelle des Senats, Bremen, 2021). The initiative and families participating are closely accompanied by researchers to obtain information on the effects that long-term early childhood support has on the development of the children (BRISE Bremen, 2021a).

3.2 Enabling access to free education and school-based activities

Legal and policy framework: School attendance at the primary and secondary level is free of charge for all children in all sixteen *Länder*. Other school-associated costs, such as transport or lunch, must be covered by the families, with provisions made for low-income families via the Education and Participation Package (Bildungs- und Teilhabepaket, BMAS) or special grants for severely disabled children needing transport or other personal assistance. In addition, some municipalities generally grant their pupils free transport or at least offer price reductions on local transport. There is, in principle, only one exception to compulsory school attendance from the age of six on (allgemeine Schulpflicht), as codified in the respective state laws.²⁶ That is the case when a child is considered to be uneducable due to a severe degree of disability, and even the attendance of a specialized school is not possible (Bildungs- und Schulunfähig) – though there are more exceptions to this rule at the state level. For example, in most of the *Länder*, refugee children in

²⁵ Kiez is a slang term for neighbourhood as in *hood*.

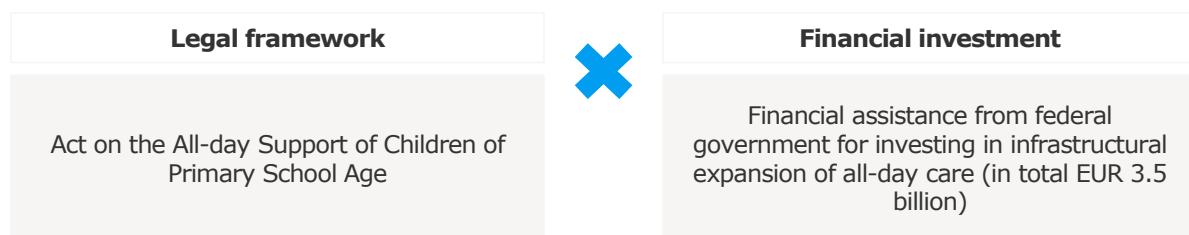
²⁶ For an overview of the state laws and regulations, see Deutscher Bundestag, 2019a.

initial reception facilities (Erstaufnahmeeinrichtungen) are excluded from compulsory schooling. In Berlin, Hamburg, Saarland, and Schleswig-Holstein compulsory schooling for refugee children applies immediately.

The *Länder* do have sole responsibility. The specific regulations and provision of school education at the primary and secondary level lie within the jurisdiction of the *Länder* (Bildungsföderalismus). Measures in the different *Länder* are loosely coordinated by the Conference of *Länder* ministers of education and culture (Kultusministerkonferenz, KMK). The Federal Ministry of Education and Research (BMBF) has no powers regarding the school system but offers additional financial support for the further development of schools. The *Länder* ministries decide whether the schools within their competence participate in such federal programmes. In the case of public schools, municipalities often are educational authorities (Schulträger) and are responsible for providing and administering schools, including covering material costs, while the *Länder* often cover staff costs.

One of the main efforts supported by the federal government, specifically the Federal Ministry of Education and Research (BMBF), in cooperation with the BMFSFJ, which is responsible for child and youth welfare (SGB VIII), is the (quality-oriented) expansion of all-day care for children in (primary) education²⁷ by providing financial support for investment to help the *Länder* and municipalities to create new all-day education and childcare options for children of (primary) school age and to further develop the quality of existing all-day options.²⁸ Especially all-day care in primary schools aims at closing a care gap that many families face when their children start school, thus promoting labour participation for the parents and equal participation for all children.

Figure 16: Expansion of all-day care in primary schools: Legal and financial provisions



Source: Own illustration.

The federal government provides the *Länder* with EUR 3.5 billion for investment and will provide another EUR 1.3 billion a year starting in 2030 as a contribution to operating cost. An important step in the efforts to promote the expansion of all-day care in schools was taken with the resolution of the Act on the All-Day Support of Children of Primary School Age (Gesetz zur ganztägigen Förderung von Kindern im Grundschulalter/ Ganztagsförderungsgesetz, GaFöG) on 11 October 2021. It includes federal financial aid of EUR 2.75 billion (Ganztagsfinanzhilfegesetz). The Act amends Social Code Book VIII and introduces a legal entitlement to all-day care for first grade children in primary school from the first of August 2026 onwards, covering eight hours of support per day five days a week (incl. teaching time) (BMFSFJ, 2021g). The entitlement is to be expanded by one grade per year in the following years, meaning that every elementary school child in grades 1-4 will be entitled to full-day support from August 2029. The regulation scheme is scheduled to be evaluated in 2027 and 2030. In addition, a federal investment scheme shall support the expansion of all-day care in schools on the municipality level by providing a total of EUR 3.5 billion, with the federal government contributing up to 70 per cent of the financing for the investment costs and, from 2026 onwards, gradually contributing to the operating cost with up to EUR 1.3 billion per year from 2030 onwards. Additionally, the federal investment programme (Finanzhilfen des Bundes für das Investitionsprogramm zum beschleunigten Infrastrukturausbau der Ganztagsbetreuung für Grundschul Kinder) aims at accelerating the expansion of all-day care,

²⁷ There are, in principle, two different models: all-day care in schools (Ganztagsbetreuung in Schulen) and all-day schools (Ganztagschulen). While all-day schools present an extension of schooling, some of them obligatory, some optional, all-day care in schools in general is provided by other service providers than the school itself, mostly by youth welfare organizations.

²⁸ Ever since 2002/2003 the expansion has been monitored by the Conference of *Länder* Ministers for Education and Culture (see Kultusministerkonferenz, 2021).

granting the *Länder* EUR 750 million in 2020 under Art. 104c of the Constitution (Grundgesetz, GG). The *Länder* are responsible for the design of the scheme and the implementation of the investment programme.

According to the KMK, all-day care in schools meets at least the following three criteria: (1) on at least three days a week all-day care, at least seven hours a day; (2) providing all the children with lunch on all the all-day care days; (3) all-day care supervised and accounted for, as well as coordinated with the school administration, conceptionally linked to schooling. In addition to the monitoring of the expansion, all-day care was also evaluated between 2015 and 2019, and the findings have been published in the framework of the Study on developing all-day care schools (Deutsches Jugendinstitut, 2021a). The data from the Kultusministerkonferenz (2006;2021) show:

Table 12: All-day care rates in schools

School type	School year: 2002/2003	School year: 2019/2020
Primary schools	10.3 % (1,757 schools)	70.6 % (10,771 schools)
Secondary school: <i>Hauptschule</i>	11.5 % (618 schools)	77.6 % (1,478 schools)
Secondary school: <i>Realschule</i>	9.6 % (288 schools)	57.8 % (1,005 schools)
Secondary school: <i>Gymnasium</i>	12.2 % (386 schools)	64.3 % (1,926 schools)
Secondary school: <i>Integrierte Gesamtschule</i>	62.8 % (488 schools)	89.0 % (1,844 schools)
Secondary school: <i>Sonderschulen / Förderschulen</i>	37.7 % (1,315 schools)	75.0 % (2,054 schools)
Source	KMK (2006)	KMK (2021)

Source: Own illustration.

Programmes and their implementation: Besides the efforts to expand all-day care in schools, another approach at the federal and state level is to support schools which have a high concentration of children from disadvantaged backgrounds, mainly by providing them with additional financial resources. In some *Länder* this is pursued by social indices. The following examples show a programme in Hamburg and a joint initiative of the federal and *Länder* governments for schools in disadvantaged social areas.

Table 13: Interventions supporting schools with a high concentration of children from disadvantaged backgrounds

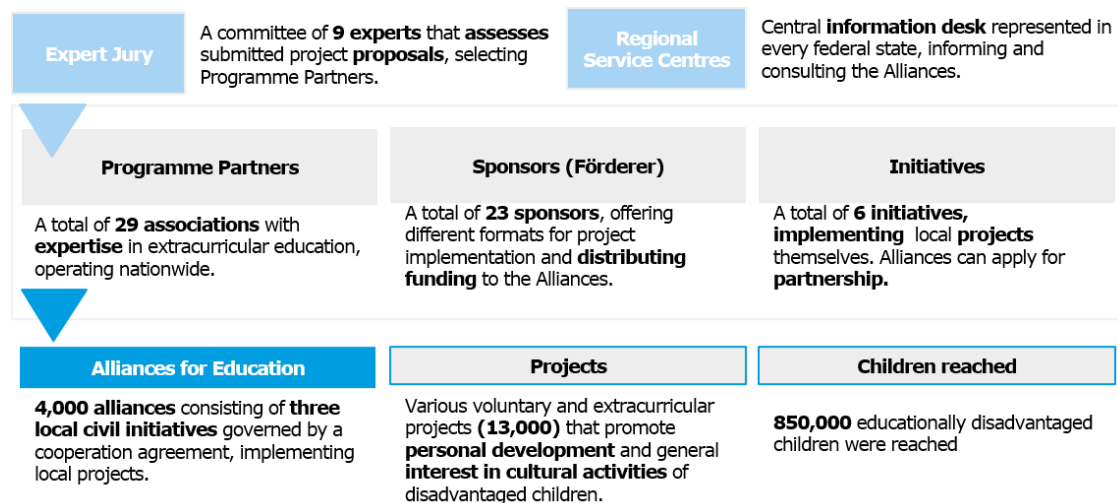
Title of measure	Sozialindex für Hamburger Schulen - KESS-Index - Social Index for Hamburg Schools	Schule macht stark - Gemeinsame Initiative von Bund und Ländern zur Unterstützung von Schulen in sozial schwierigen Lagen – School Makes Strong - Joint initiative of the federal and Länder governments to support schools in socially difficult situations
Level and type of intervention	State initiative by the Authority for School and Vocational Training	Joint initiative of federal and Länder governments
Timeline / Financial resources	Timeline: 1996, 04/2021 (reform); Financial resources: N/A	Timeline: 2021-2025 (1 st phase), 2026-2030 (2 nd phase); Financial resources: EUR 125 million over a period of 10 years provided equally by the BMBF and the <i>Länder</i>
Description	With the help of the social index, differences between schools with similarly advantageous or disadvantageous conditions are identified to enable fair comparisons. In addition, the school authority takes the social index into account when equipping schools. In the case of disadvantageous conditions for the student community, schools will receive more teaching staff to enable smaller classes or increased language support measures. The social index describes the socioeconomic composition of the student population at schools on a scale of 1 to 6, with 1 representing schools that tend to educate children from difficult socioeconomic backgrounds and 6 representing schools that educate students from more privileged socioeconomic backgrounds.	The initiative is designed to run for 10 years and is divided into two phases: In phase 1 (5 years) a multidisciplinary association of research institutions and 200 schools work together to improve school and classroom development, the networking of schools with their socio-spatial environment, and the networking of schools with each other. Phase 2 (5 years) serves to transfer the results of the initiative to further schools. The <i>Länder</i> are responsible for selecting the schools in accordance with the objectives of the state initiative, according to the Königstein Key.

Title of measure	Sozialindex für Hamburger Schulen - KESS-Index - Social Index for Hamburg Schools	Schule macht stark - Gemeinsame Initiative von Bund und Ländern zur Unterstützung von Schulen in sozial schwierigen Lagen - School Makes Strong - Joint initiative of the federal and Länder governments to support schools in socially difficult situations
Target groups	All children in primary and secondary school; children in precarious situations	All children in primary and secondary education; children in precarious situations – defined as growing up in a household at risk of poverty, formally low-skilled as well as unemployed parents (BMBF, 2019)
Evaluation and monitoring	N/A	Planned, an in-process evaluation (BMBF, 2021b)

Source: Own illustration.

Promoting extra-curricular education – Example of Culture Makes Strong. Alliances for Education: Another programme at the federal level is the federal programme "Culture Makes Strong. Alliances for Education" (Bundesprogramm "Kultur macht stark. Bündnisse für Bildung"), financed by the BMBF. After it was started in 2013 and extended until 2022 in 2018, a decision has already been made to renew and finance a third funding period from 2023 to 2027 (BMBF, 2021c). By providing extracurricular activities for cultural education, the programme aims at promoting educational equity, supporting cultural and social participation for educationally disadvantaged children, as defined in the Federal Education Report (Autorengruppe Bildungsberichterstattung, 2020). The extracurricular, project-based, voluntary engagement with cultural content represents new approaches to education.

Figure 17: Alliances for Education: Implementation



Source: Own illustration of the current funding phase, based on Prognos, 2020.

An interim evaluation report was published in 2019 (Prognos, 2018), revealing a high level of integration involving various actors across a wide range of activities, cooperating at the federal level as Programme Partners and at the local level as Alliances for Education. The Alliances for Education are local cooperating initiatives of (at least) three civic partners, implementing extracurricular cultural education projects locally. Frequently, schools, associations or clubs are involved as partners in such alliances. Examples of projects include:

Table 14: Alliances for Education: Project examples

Project	Kulturelle Vielfalt in Bewegung – Cultural Diversity in Movement	Schortenser Bücherhelden.mov – Schortenser Bookheros.mov
Description	Mainly children living in accommodations for refugees in Berlin, aged five to twelve, participate in holiday camps, learning to dance Capoeira, to build their own instruments, preparing an exhibition, and performing at intercultural neighbourhood festivals.	Children aged seven to ten developing and producing trailers (including scripts and acting) on environmental sustainability-related topics during summer holiday, learning to use tablets, video cameras and computer programmes, guided by professional media team, including a screening at the public library with 200 guests.

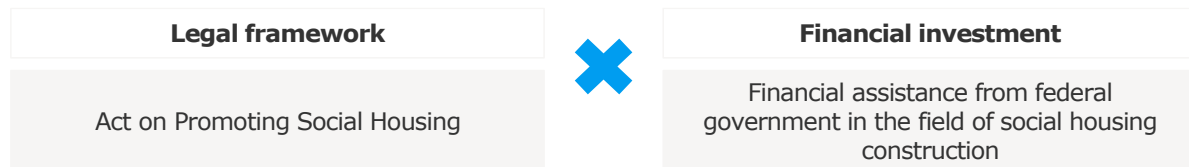
Local alliance	Culture Centre IEALEMBRASIL e.V., Albatros GmbH (provider of accommodations for refugees), Wassertor (association neighbourhood management), family centre Ritterburg in Kreuzberg (provides rooms)	Schortenser public library, Regional Environmental Centre (RUZ), Community Centre Schortens
Sponsor	Federal Association Networks of Migrant Organizations (BV NeMO e.V.)	German Library Association

Source: Own illustration, based on Bündnisse für Bildung, 2021.

3.3 Enabling access to adequate housing

Legal and policy framework: To close a considerable gap in affordable housing, the federal government and the *Länder* have mainly aimed at increasing residential construction, especially social housing, as well as taking measure to ensure housing affordability. At the federal level, housing policy falls in the jurisdiction of the Federal Ministry of the Interior, for Building and Home Affairs (BMI). The competence and obligation to provide social housing lies with the *Länder*, supported by the federal state with substantial grants.²⁹ The *Länder* have the obligation to legislate for and fund the construction of social housing, having enacted a very diverse body of legislation on the funding of new social housing.³⁰ Municipalities designate land as housing areas, implement urban development plans and issue construction permits. The municipalities also offer special programmes to support groups with special housing problems and housing needs and provide emergency (communal) housing.

Figure 18: Promoting social housing: Legal and financial provisions



Source: Own illustration.

The Act on Promoting Social Housing (Gesetz über die soziale Wohnraumförderung, in short: Wohnraumförderungsgesetz, WoFG), effective since 2002, revised in November 2019, has enabled the federal government to provide at least EUR 5 billion for the expansion of social housing between 2018 and 2021 as well as for publicly subsidized housing with rent and tenant control agreements respectively. Together with the funds provided by the *Länder* and municipalities, over 100,000 additional social housing units have been created. The Act lays down the framework conditions for social housing in Germany. This includes definitions and certain regulations relating to eligibility for state-funded housing. The implementation lies within the responsibilities of the state. Targeting households that cannot adequately provide themselves with housing on the market and are dependent on support. The promotion of rental housing especially supports low-income households as well as families and other households with children, single parents, pregnant women, elderly people, disabled people, homeless people, as well as other persons in need of assistance (BMI, 2021a). Additionally, the federal government will invest another EUR 1 billion a year between 2020 and 2024. The amount of financial assistance for each programme year will be regulated in administrative agreements with each state. The funding guideline will be evaluated jointly by the federal government and the *Länder* on a regular basis. In addition, annual reporting on the funding is to be provided. The efforts made to strengthen social housing – legal reforms and financial assistance – will be monitored by the Federal Institute for Research on Building, Urban Affairs and Spatial Development (Bundesinstitut für Bau-, Stadt- und Raumforschung, BBSR) as a governmental contract partner. There are, furthermore, efforts made to stop the rise of rental prices, aimed at ensuring housing affordability. In 2019 the Federal Housing and Tenancy Package (Wohn- und Mietpaket der Bundesregierung) introduced a bundle of measures aimed at securing affordable housing or creating additional housing, including, inter alia, the extension of the rental

²⁹ Starting in 2020, the *Länder* will benefit from additional funds obtained from a higher share of VAT receipts apportioned to them. There are no restrictions on the use of these funds.

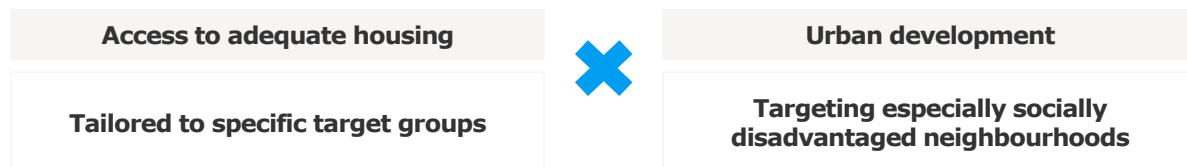
³⁰ For more data illustrating housing developments and financial resources invested, see Deutscher Bundestag (2019c).

price cap (Mietpreisbremse)³¹ for another five years, a draft for the reform of the rent index law, a proposal for a law to limit the conversion of rented flats into owner-occupied flats, as well as a decree to reduce the brokerage costs for the purchase of residential property.

In general, experts agree that to solve what some call the most urgent social question in Germany, it is necessary to strengthen cooperation between state authorities, private owner associations, investors and public housing cooperatives (Wohnungsbaugenossenschaften). An effort was made by the so-called Wohnraumgipfel (Joint Residential Summit on 21 September 2018), where participants agreed on a package of measures named the Wohnraumoffensive (Housing offensive), also establishing the Bündnis für bezahlbares Wohnen und Bauen (Alliance for affordable Housing and Construction).³² It is difficult to assess to what extent families or children are to be considered at the state and municipal level in regards to the measures addressing the need for and constructing of affordable housing. The largest supply gap exists for single-parent households with incomes below the poverty line. The volume of new social housing being built has lagged far behind what is necessary to meet the growing need for affordable housing. There are publications indicating that the needs of families in general and especially families in need are not considered adequately (Heyn/Braun/Grade, 2013; Deutscher Familienverband, 2017). In a recently aired television report, the city of Münster has been featured as a possible best practice in regulating socially responsible and sustainable housing construction (ZDF, 2021).

Programmes and their implementation: There are programmes and initiatives at the state and regional level which are more tailored and focus on specific target groups. Additionally, there are policies, programmes and measures at the federal and state level supporting urban development. Those are not explicitly linked to housing but oftentimes aim at improving living conditions, especially in socially disadvantaged or marginalized urban areas, integrating social infrastructure in urban planning and development.

Figure 19: Housing: Approaches at the state and regional level



Source: Own illustration.

In 2016, the BMFSFJ, UNICEF and other partners started a federal initiative addressing minimum protection standards for refugees in refugee accommodations. The German Centre for Integration and Migration Research (Deutsches Zentrum für Integrations- und Migrationsforschung, DeZIM) developed a monitoring tool for the long-term examination and development of violence protection in refugee accommodations (DeZIM-Institut, 2021). Addressing the living conditions in shared accommodation at the state level in general is the Heim-TÜV:

- > In the Free State of Saxony, as a state initiative by the Saxon Commissioner for Foreigners (sächsischer Ausländerbeauftragte), the Heim-TÜV für Gemeinschaftsunterkünfte für Asylsuchende is a **quality check for shared accommodations of asylum seekers**. It is intended to review the accommodations provided to tolerated foreigners and asylum seekers. It is based on the Saxon Refugee Reception Act in conjunction with Section 53 of the Asylum Act. As a quality check it provides a defined evaluating scheme for inspecting and reviewing refugee shelters, helping to identify best practices and recommendations for improvement, both for the shelters as well as policy framework conditions (SAB Landtag Sachsen, 2013; 2014). Inspections are carried out by the Saxon Commissioner for Foreigners together with members of foreigners' associations and community interpreters. It has been partly evaluated, with an interim report published in 2017 (SAB Landtag Sachsen, 2017).

³¹ The rental price gap originally took effect in 2015 with the intention of limiting the increase in rents in difficult housing markets and thus ensuring access to adequate housing, e.g., for people with low income.

³² For a list of the partners in the Alliance and measures taken, see BMI, 2021b.

- > An example of a targeted social housing project funded by the state, implemented in cooperation with the Landesverband deutscher Sinti und Roma e.V. (Federal Association of German Sinti and Roma) is **MARO TEMM** in Kiel (MARO TEMM - Ein Wohnprojekt mit Sinti in Kiel). Total costs for the realization of the project amounted to approximately EUR 1.9 million, largely financed through the state's social housing promotion programme and municipal loans (VDSR, 2017). Throughout the planning process, the local Sinti and Roma community was involved. Since its completion in 2007, the housing estate with 13 housing units on a total living space of about 1,200 m² has provided a home for about 50 Sinti (HCU, 2015). The housing estate has created a place where Sinti and Roma can live together across generations, support each other, preserve and further develop their cultural characteristics and their language. Regular educational activities, including tutoring for homework, after-school care, or playful-learning workshops are offered by the leading project partner MaroTemm eG (cooperative housing association) and supported by social education professionals, contributing to reducing educational deficits as well as to encouraging and enabling, especially children, to find a way to live in both cultures. Furthermore, neighbourhood gatherings and integrative community events are held in the community rooms of the housing estate, to which the residents also invite non-Sinti residents (HCU, 2015).

Ever since 1971, urban development has been supported by the federal government (Art. 104b GG). According to Sect. 164b para. 1 of the Building Code (Baugesetzbuch, BauGB), it is based on annual administrative agreements between the federal government and the *Länder*. Over the last 20 years, urban development has mainly pursued by the programme Social City (Soziale Stadt), which has invested in the improvement of social infrastructure for children, families and senior citizens as well as the quality of housing.³³ Since 2020, the Social City as the umbrella for social urban development at the federal level has been replaced by Social Cohesion (Sozialer Zusammenhalt) as the federal urban development funding programme. It has a volume of EUR 790 million in federal funds and currently includes three federal programmes. The Social Cohesion programme with a volume of EUR 200 million in federal funds aims at supporting social coherence, targeting especially disadvantaged neighbourhoods – a categorization developed as a framework by the Social City programme and still relevant for federal and state programmes (BMI, 2021c).³⁴ Through 2020, the Investment Pact for Social Integration in Neighbourhoods, funded by the BMI, as well as the following state-level programmes supported urban development in the areas of the federal urban development funding programme. With EUR 200 million a year, between 2017 and 2020, the BMI has helped states and municipalities to invest in and improve social infrastructure, e.g., public education infrastructure (e.g., schools, libraries), daycare facilities, community centres, district centres, sports facilities, cultural facilities, open spaces (e.g., open areas, playgrounds). From 2017 to 2020 approximately 760 infrastructure measures in 580 communities have been funded (consultations).

Table 15: Urban development programmes aimed at social integration in North-Rhine Westphalia

Title of measure	Kinderstark - NRW schafft Chancen - Strong Children – North Rhine-Westphalia Creates Opportunities	Zusammen im Quartier – Kinder stärken – Zukunft sichern – United in the Neighbourhood - Strengthening Children - Securing the Future (North Rhine-Westphalia)
Level and type of intervention	State initiative, State Ministry for Children, Family, Refugees and Integration	State programme, co-financed by the ESF, by the State Ministry of Labour, Health and Social Affairs
Timeline / Financial resources	Timeline: Since 2012; Financial resources: State government supports all municipalities in North Rhine-Westphalia in establishing and expanding prevention chains by currently	Timeline: ever since 2018; Financial resources: EUR 8 million a year

³³ Between 1999 and 2019, 965 measures have been implemented in 544 districts with a total of EUR 6.2 billion invested, a third by the federal government. According to Art. 104b para. 2 and 3 of the Constitution (GG), the programme was monitored by the BBSR (BMI, 2021c).

³⁴ Lebendige Zentren – Erhalt und Entwicklung der Stadt- und Ortskerne (Lively Centres – Preserving and Developing City and Town Centres), EUR 300 million; Sozialer Zusammenhalt – Zusammenleben im Quartier gemeinsam gestalten (Social Cohesion – Living Together, Shaping Together), EUR 200 million; Wachstum und nachhaltige Erneuerung – Lebenswerte Quartiere gestalten (Growth and Sustainable Renewal – Shaping Liveable Districts), EUR 290 million.

Title of measure	Kinderstark - NRW schafft Chancen - Strong Children – North Rhine-Westphalia Creates Opportunities	Zusammen im Quartier – Kinder stärken – Zukunft sichern – United in the Neighbourhood - Strengthening Children - Securing the Future (North Rhine-Westphalia)
	providing EUR 14 million a year, also funding measures at regular institutions in disadvantaged neighbourhoods.	
Description	By improving the coordination of services and strategically aligning the use of resources, parents are to be reached during pregnancy as part of a <i>prevention chain</i> and children are to be accompanied and supported from birth until entry into the workforce in line with their needs. All actors in the municipalities are required to work in a network and to cooperate systematically to offer precisely tailored and coordinated assistance. This includes linking the areas of health, education, child and youth welfare, integration, urban planning and development, and social services to provide tailored support for children and their families.	Funding is provided for measures aimed at improving opportunities for participation, realizing participation opportunities, providing help at certain interfaces in the biography (such as the transition between individual stages of education) and providing help for self-help. To counteract the progressive segregation in North Rhine-Westphalia, differentiated measures are needed that are thought out and implemented in an interdisciplinary manner. In addition, the focus is on the healthy upbringing of children, on the strengthening of competencies and participation of groups affected by poverty and socially disadvantaged groups as well as on the anchoring of health-promoting structures.
Target groups	Focus on a policy of prevention intended to give all children equal opportunities to grow up well and healthy, to receive an education and to participate in society – regardless of their social background or their parents' income.	Supporting the promotion of targeted projects to combat child, youth and family poverty in particularly disadvantaged neighbourhoods.
Evaluation and monitoring	The programme is evaluated on an ongoing basis. Funded municipalities are obliged to participate.	An evaluation scheme is not specified, however; as ESF funds are used, an evaluation is likely to be implemented.

Source: Own illustration.

3.4 Enabling access to free healthcare

Legal and policy framework: Healthcare is based on the insurance principle. Anyone living in Germany is obliged to take out health insurance (SGB V) either in the statutory or the private health insurance system. In principle, children have access to free health services insofar as their parents are insured in the statutory or a private health insurance.³⁵ The *Länder* are responsible for health and healthcare related policies, with the federal government having extensive legislative competence (regulated in SGB V and XI). Serving as a cooperating and coordinating body is the Conference of health ministers (Gesundheitsministerkonferenz). In general, responsibilities for healthcare are delegated to service and health insurance providers (Selbstverwaltungsprinzip), their chief resolution body of common self-governance being the Joint national committee (Gemeinsamer Bundesausschuss, G-BA). Municipalities play a marginal role, but in recent years the municipal level has been delegated responsibilities by the states, especially concerning health promotion and prevention in living environments (Lebenswelten) as regulated in Sect. 20a Social Code Book V (Brunnett et al., 2018). Furthermore, the *Länder* are legally obliged to provide local healthcare centres (Gesundheitsämter) which are subordinated to the Federal Ministry of Health (BMG) and, inter alia, responsible for health administration, reporting and planning, hygiene and infection control as well as health promotion and prevention. Concerning health promotion and prevention in living environments, the states have the main legislative competence, with significant differences between the states in defining goals, services and support at the municipal level (Schmidt am Busch, 2007).³⁶ Additionally, the GKV-Bündnis für Gesundheit (Association for Health of the Statutory Health Insurance Providers), representing 70 million insurance holders, has issued two funding guidelines in 2019, specifically addressing municipalities and enabling them to strengthen health promotion and prevention for socially disadvantaged groups, including the ones most vulnerable (GKV-Bündnis, 2021). The Association also expanded financial support for the Coordination Offices Promoting Equal Health Opportunities (Koordinierungsstellen Gesundheitliche Chancengleichheit, KGS) in all federal states.

Figure 20: Healthcare, promotion, and prevention

³⁵ There are some services that must be supplemented privately. Privately insured parents must conclude an additional fee-based contract for each child.

³⁶ The so-called obligatory municipal self-governance is regulated in the health service state laws.

Healthcare	✕	Health promotion and prevention
Social Code Book V and Social Code Book XI		Health Promotion and Prevention in Living Environments (Lebenswelten), Sect. 20a Social Code Book V
Federal Ministry of Health (BMG) and Service and Health Insurance Providers		Respective <i>Länder</i> ministries and municipal authorities

Source: Own illustration.

Especially the Act on Strengthening Health Promotion and Prevention, in short: Prevention Act (Gesetz zur Stärkung der Gesundheitsförderung und der Prävention, Präventionsgesetz, PräVG), adopted in 2015, has made new financial options available for municipalities and strengthened cooperation between social health insurance providers, the state and local authorities. Financial support was increased by around EUR 30 million through the Prevention Act. The annual funding available from the health insurance funds is set by law. The statutory health insurance funds should provide services for preventive health care. The Prevention Act obliges public health care providers (Krankenkassen) to provide services in the field of health promotion and prevention and invest at least EUR 2.15 for each person insured. The municipalities are not explicitly named but are eligible as places for living environments and can therefore apply for project and service funding. Municipalities can additionally act independently promoting health, acting on their right of self-governance (Art. 28 GG) and some take on health preventative approaches as voluntary self-governance services as, e.g., in open youth work (offene Jugendarbeit), in constructing social housing, regarding local employment services or in promoting sports and cultural activities (Böhm, 2017).

The Prevention Act also aims at promoting children's health. It, e.g., aims at improving the information that families and children with special support needs have on local and regional support and counselling services, e.g., early intervention services, as part of the health check-ups, strengthening the role of doctors in prevention. In general, the Prevention Act aims at strengthening an effective coordination of action in the health prevention strategy and creating an institutional structure to ensure stronger goal orientation. At the centre of this structure is a joint national prevention strategy (Sect. 20d SGB V). This prevention strategy is to be formulated in the form of nationally uniform, inter-agency framework recommendations on health promotion and prevention, as well as in the preparation of a prevention report. The Prevention Act also considered the results of the study on children's health (KiGGS), prompting the Federal Ministry of Health (BMG) to initiate special projects to strengthen children's health and their medical care³⁷ as well as to improve health promotion and prevention for adolescents and young adults. A wide range of actors – including federal, state and local authorities, health care providers, social associations, health care professionals, public health services (öffentlicher Gesundheitsdienst), child daycare providers, schools and civil society – were invited to the forum Gesundheitsförderung und Prävention bei Kindern und Jugendlichen (Health promotion and prevention for children and youth) in 2017. A dialogue led to the development and publication of a guide to a common understanding of health promotion and prevention for children (BMG, 2019).

Programmes and their implementation: Additionally, the federal level concentrates on strategy papers promoting health and prevention as well as on campaigns, trying to motivate children to stay fit and healthy.

Table 16: Federal interventions promoting health and prevention

³⁷ The promotion of children's health includes projects aiming at improving care for mentally challenged children, improving child protection in medicine, and preventing overweight and obesity (see BMG, 2021).

Title of measure	Nationales Gesundheitsziel „Gesund aufwachsen“ - National Health Goal "Growing Up Healthy" ³⁸	Sport digital – Mehr Bewegung im Quartier - Sport Digital – More Physical Activity in the Neighbourhood
Level and type of intervention	Federal strategy by the BMG	Federal pilot project by BMI together with BMFSFJ in interdepartmental cooperation, carried out by "ALBA BERLIN Basketballteam e.V." Technical support for the project is provided by the Deutsche Sportjugend (German Sports Youth).
Timeline / Financial resources	Timeline: 02/2017; 2003 (publication); 2010 (update); Financial resources: N/A	Timeline: 2020-2024; Financial resources: In total EUR 2.77 million for the funding period
Description	The concept comprises ten overall objectives that are geared towards the health-oriented development of families in their living environments, daycare facilities and schools. The promotion of equal health opportunities is named as an essential cross-sectional requirement. The practical implementation of the measures is the responsibility of the more than 120 individual actors in the "gesundheitsziele.de" network.	The pilot project is a digital sports offer for children and young people as well as for older people in assisted areas of the federal urban development funding programme Social Cohesion (Sozialer Zusammenhalt). It combines the provision of digital with practical sport units in the neighbourhoods, decentralized training for multipliers, a digital platform for networking the participating sports teachers and trainers as well as workshops.
Target group	The approach targets children and combines supportive as well as preventive measures (integrated at service level).	The project is implemented on the local level in disadvantaged neighbourhoods that are entitled as development areas within the former BMI programme Social City (Soziale Stadt), primarily targeting children from disadvantaged families, also offering courses in various languages.
Evaluation and monitoring	Reviewed interventions at federal level between 2003 and 2010, before updating it based on scientific evidence in 2010 (BMG, 2010)	The project builds on the experience of ALBA Berlin's long-standing work in providing sports opportunities for children and young people from disadvantaged neighbourhoods and is now to be tested in the funding areas of the former Social City programme.

Source: Own illustration.

Following similar approaches, state-level initiatives and programmes aim at strengthening health in educational institutions such as daycare facilities and schools, trying to reach children in their living environments (Lebenswelten). A focal point is to improve health education as well as prevention, inter alia, by qualifying staff and empowering families.

Table 17: State initiatives and programmes aimed at health promotion and prevention

Type and level of intervention	Timeline / Financial resources	Description / Target group / Evaluation and monitoring
<p>Kitas bewegen – für die gute gesunde Kita - Berlin state programme Move Daycare Facilities - For a Good Healthy Daycare Centre</p> <p>Senate Department for Education, Youth and Family</p>	<p>Timeline: Since 2012; Financial resources: N/A</p>	<p>Originally initiated by the Bertelsmann Stiftung (2012) and implemented in Münster and Berlin, the programme enables organizational development aimed at sustainably improving the quality of daycare facilities in terms of education and health, by involving all participants, such as daycare providers, their educational staff, parents and children. This process is accompanied by training sessions for multipliers, to which each daycare facility sends designated representatives (daycare management and teacher). Process facilitators train the multipliers in a variety of methods and thus support the successful implementation of the programme and the internal evaluation in the daycare facilities. The daycare facilities participating receive professional support from specially qualified process facilitators and coordinators. For each step of the organizational development cycle, full-day training courses are offered. District and inter-district exchange promote the networking of the daycare facilities and providers in their socio-spatial environments and offer the opportunity to discuss existing needs and developments. Relevant qualitative experiences and best practices have been gathered and published.</p>

³⁸ The same exist for "Health Around Birth". In five sections, the national health target formulates objectives, sub-objectives and recommendations for pregnancy, birth, the postpartum period, the development phase in the first year of life after the birth of the child, as well as living environments and general conditions.

Type and level of intervention	Timeline / Financial resources	Description / Target group / Evaluation and monitoring
<p>Landesprogramm Bildung und Gesundheit NRW - North-Rhine Westphalia state programme Education and Health</p> <p>State Ministry of School and Education; State Ministry of Work, Health and Social Affairs; State Office for Health</p>	<p>Timeline: 2009-2016 (two funding periods), 2017-2022 (third funding period); Financial resources: N/A</p>	<p>The programme aims at promoting integrated health and quality development in schools by strengthening the health competencies of all school stakeholders, based on a concrete school development needs analysis. Measures include health-promoting and prevention structures; counselling and training by advisors, moderators, and other experts, including further training material; establishment and supporting networking and cooperation. The programme has been evaluated in the first funding period. The following periods build upon relevant findings. Participating schools must regularly gather data within the framework of a self-evaluation. For this purpose, the so-called BuG screening in education and health is used, which is based on the IQES – an instrument for quality development and self-evaluation in schools. It is recommended that the BuG screening be carried out annually, but at least every two years. Relevant qualitative experiences have been gathered.</p>
<p>Landesprogramm Pakt für Prävention - gemeinsam für ein gesundes Hamburg - State programme Pact for Prevention - Working Together for a Healthy Hamburg</p> <p>Authority for Labour, Health, Social Affairs, Family and Integration; Department of Health Data and Health Promotion</p>	<p>Timeline: Since 2010; Financial resources: N/A</p>	<p>The programme pursues the goal of strengthening the health of citizens, particularly through improved cooperation between actors, jointly developing the competencies of Hamburg citizens in the field of health promotion and prevention (empowerment), laying a focus on children and their families. The aim is for all actors to create greater transparency about existing services, to agree on promising approaches in Hamburg, to bundle goals and measures in different phases of life and to further develop the quality of measures. Within the framework of the programme, various measures such as pilot projects or longer-term structural approaches are implemented along defined guidelines for health promotion and prevention. These guidelines are further developed together with all stakeholders and contribute to securing viable and sustainable structures for health promotion and prevention.</p>
<p>Präventionsketten Niedersachsen - Gesund aufwachsen für alle Kinder - Prevention Chains Lower Saxony - Healthy Upbringing for All Children</p> <p>State Ministry for Social Affairs, Health and Equality</p>	<p>Timeline: 2016-2022; Financial resources: Funding of up to EUR 40,000 in total (per municipality); co-financed by the municipalities (increasing from 30 to 60 per cent in the 3rd funding year)</p>	<p>Supporting municipalities financially for a period of three years, as well as by providing advice, support and further training in the establishment and expansion of prevention chains. The programme aims at promoting the comprehensive participation of children up to the age of 10, regardless of their social background, enabling them to participate in services and measures offered by public and private organizations and initiatives. At the municipal level, the services and measures of public and private organizations and initiatives are to be aligned even more strongly than before with the needs and requirements of children. In cooperation with the participating municipalities, the state coordination office carries out impact-oriented monitoring as well as a process evaluation. Participation of 38 municipalities (Präventionsketten Niedersachsen, 2021).</p>

Source: Own illustration.

3.5 Enabling access to healthy nutrition

Legal and policy framework: There is no legal entitlement for children or adults to a balanced, healthy diet and thus no federal or state obligation to ensure such a diet. Nutrition is generally seen to be the responsibility of everyone. Food policy as such is developed and put into practice at the federal, state and local level. The federal level is responsible for all aspects of food production, security and safety, as well as outlining nation-wide strategies to promote a healthy lifestyle as already elaborated on in the subchapter on healthcare and healthcare-related policies. In general, food policy and healthy nutrition do play a marginal role. Most states take on a counselling and moderating role. At the federal and state level, there have been efforts to promote a healthy lifestyle and provide governmental and public actors as well as citizens themselves with information and recommendations, some of which address other policy areas, such as nutrition in schools or daycare facilities, providing quality standards for catering. In general, information on nutritional behaviour and health risks is provided by the Federal Centre for Health Education (Bundeszentrale für gesundheitliche Aufklärung, BZgA), and the Federal Centre for Nutrition (Bundeszentrum für Ernährung, BZfE), serving as the centre for competence and communication on nutrition-related topics, overseen by the Federal Ministry of Food and Agriculture (Bundesministerium für Ernährung und Landwirtschaft, BMEL).

Programmes and their implementation: In 2007 the key issue paper Healthy Nutrition and Exercise – the Key to More Quality of Life (Eckpunktepapier Gesunde Ernährung und Bewegung -

Schlüssel für mehr Lebensqualität) was adopted by the federal government with the intention of improving people's behaviour around nutrition and physical activity by 2020. As a follow-up, the National Action Plan IN FORM - Germany's Initiative for Healthy Eating and More Physical Activity (Nationaler Aktionsplan IN FORM – Deutschlands Initiative für gesunde Ernährung und mehr Bewegung) was adopted in 2008 and just recently renewed. Between 2008 and 2010 the Federal Ministry of Food and Agriculture (BMEL) and the Federal Ministry of Health (BMG) each provided EUR 5 million a year with additional funds sourced from other federal ministries, the states, the private sector and civil society for the implementation measures and activities on their own, coordinated by the Federal Centre for Nutrition (BZfE). In line with the 2007 key issue paper, the Action Plan bundles a wide range of initiatives into a federal strategy to strengthen and establish health-promoting day-to-day structures aimed at creating preventive measures for malnutrition, lack of exercise and obesity (BMEL and BMG, 2014). Especially relevant for children are, e.g.:

- > As an initial measure in 2008 the BMEL, together with all the *Länder*, set up Coordination Offices for Daycare and School Catering (Vernetzungsstellen Kita- und Schulverpflegung in den Bundesländern). A main task of all the Coordination Offices is to communicate and promote the uptake of the Quality Standards for Daycare and School Catering (Qualitätsstandards für die Verpflegung in Kitas und Schulen) developed by the German Nutrition Society (Deutsche Gesellschaft für Ernährung, DGE) on behalf of the BMEL,³⁹ and to advise and provide qualification measures. Additionally, the Coordination Offices support the establishment of regional networks of state administration, school and daycare administrators and catering providers as well as teachers and parents to bundle and coordinate measures to improve daycare and school catering.
- > Since 1993 the campaign In a Good Mood – Move, Eat, Relax (GUT DRAUF – bewegen, essen, entspannen) by the Federal Centre for Health Education (BZgA), promotes a healthy lifestyle for children aged 5 to 18 years, supporting multipliers in the fields of school-related activities, youth work, youth travel, sports clubs and vocational qualification services in incorporating experience- and fun-oriented, health-promoting elements of nutrition, exercise and stress regulation into their services and activities. The campaign seeks to sustainably anchor health-oriented offers and structures in the living environments of children, qualifying and training the professionals who work with children in various educational fields. Since the beginning of 2019, the quality of the training courses has been reviewed with the help of a systematic survey of the participants, multipliers and qualified trainers. In the long term, an overall evaluation will be conducted to determine the extent to which health-promoting settings have been created successfully.

The purpose of the evaluation of the National Action Plan (BMEL and BMG, 2014) was to assess the implementation since 2008, to review the achievement of the goals and to identify options for a possible continuation of the implementation of IN FORM overall, in terms of measures and projects as well as organization and structure. The evaluation incorporated the analysis of 198 projects and 58 different evaluation reports, telephone interviews, case studies on selected projects, expert interviews as well as an online survey with programme participants. The Federal Cabinet has recently decided to extend and further develop the National Action Plan, concentrating on the following aspects: life phases: (1) first 1,000 days, (2) special needs of children, (3) senior citizens; asking the *Länder* to implement the Quality Standards for Daycare and School Catering; especially supporting the most vulnerable; considering health repercussion of the COVID-19 pandemic; intensifying digitalization (see BMEL Agrar-Presseportal, 2021).

At the state level, there are further programmes and initiatives contributing to this aim, oftentimes combining health and nutrition, such as:

³⁹ Originally developed as part of the IN FORM project Schule + Essen= Note 1, together with representatives from science, practice and the state, the DGE quality standards were revised in 2020 according to the latest scientific findings with a focus on health promotion and sustainability (5th edition).

Table 18: State-level interventions promoting health and nutrition

Title of measure	Landesprogramm für die gute gesunde Schule Bayern - State Programme for a Good Healthy School Bavaria	Ernährungsstrategie für Baden-Württemberg - Nutrition Strategy for Baden-Wuerttemberg
Level and type of intervention	State Ministry for Education and Culture, State Ministry for Health and Care in cooperation with the Centre for Prevention and Health Promotion (ZPG), AOK Bavaria, BARMER and KUVB (Municipal Accident Insurance Bavaria); programme coordination at ZPG	State Ministry of Nutrition, Rural Affairs and Consumer Protection
Timeline / Financial resources	Timeline: 2019-2021; Financial resources: N/A	Timeline: since 2017; Financial resources: EUR 3 million for 2020 and 2021
Description	Supporting schools implementing behavioural and relationship prevention measures as well as establishing networks with other Bavarian schools. The measures implemented within the framework are intended to contribute to the acquisition of competencies for a healthy lifestyle and to a health-promoting design of the living environment. The projects enable a participatory, need- and demand-oriented approach to the topic of health. Schools can apply and must carry out at least two self-selected projects from five predefined topics - nutrition, exercise, relaxation / well-being / mental health / stress prevention / life skills, addiction prevention, teacher health - within one school year. At the end of the programme, successful completion is rewarded with a certification. Designated "good-healthy school facilitators" are available to the participating schools as supporters and facilitators.	Aimed at contributing to improving the nutritional situation of families in precarious living situations and socially disadvantaged children. Socially relevant health promotion aimed at reducing health inequalities, first and foremost taking place in living environments such as daycare facilities, schools and city districts. Ensuring a high-quality offer in communal catering is an important starting point for effective relationship prevention in the state's nutrition policy, which makes it easier for children to eat a balanced diet based on the quality standards of the German Nutrition Society (DGE) by offering attractive food in their living environment. Individual measures are implemented at the municipal level along strategic guidelines (Ministerium für Ernährung, ländlichen Raum und Verbraucherschutz Baden-Württemberg, 2021).
Target group	All children in primary school education	The strategy takes a comprehensive approach to promoting healthy eating and addresses both children and families.
Evaluation and monitoring	The implementation of individual projects must be documented in detail by the participating schools.	Regular status reports inform about the progress in the implementation of the individual guiding principles of the Nutrition Strategy.

Source: Own illustration.

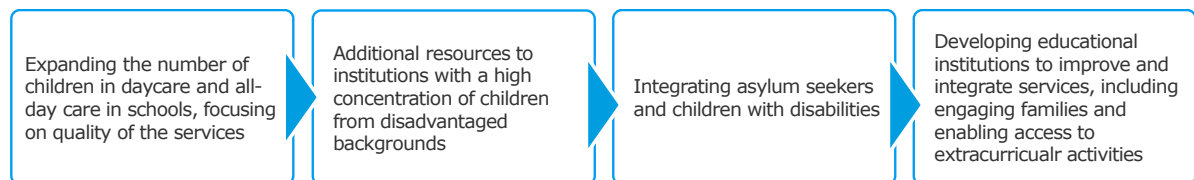
4. ASSESSMENT OF ENSURING ACCESS OF CHILDREN IN NEED

As the mapping exercise illustrates, there are differences in the key areas regarding the framework for ensuring that children in need have access to relevant services. Influential factors are legal entitlements and the distribution of competence between the federal, state and local level. Especially legal entitlements have, according to consultations with key governmental stakeholders at the federal level, a potentially significant effect on improving structural frameworks conditions and as such contribute to the aim of reaching children in need. At the same time, it was emphasized that in general the impact of single measures is difficult to assess. Rather, effects must be attributed to the interplay of policies, programmes and measures – as the development of early childhood education and care illustrates.

4.1 Assessment of measures, policies and programmes ensuring access of children in need

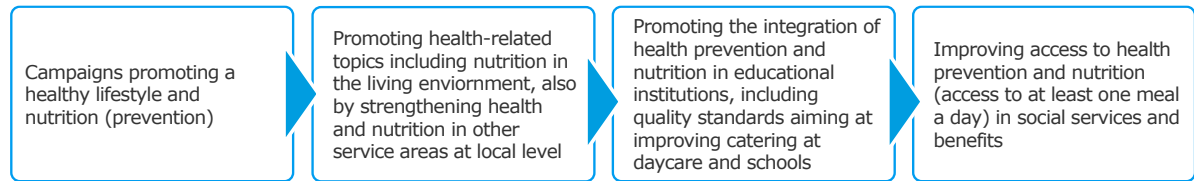
In principle, children have free access to early childhood education and care, education and healthcare services: Based on legal entitlements, services in these key areas are mostly free of charge and their affordability is being increased by regulating and further developing these services. This includes extending free access to child daycare, especially child daycare facilities. Additionally, there are measures helping more children to enter child daycare as early as possible and improving the quality of these services – with consideration given to differences regarding the participation of children living in families with various socio-economic backgrounds. At the same time, these efforts contribute to supporting the employment participation of parents. According to the consultations with key governmental stakeholders, the efforts to improve the quality of child daycare represents an important step towards supporting children in need, aimed at improving their development and thus contributing to equal opportunities as early as possible. The basic idea is that a preventive approach starting in early childhood has the greatest chance of success. At the same time, it is based on a political and social consensus to include all children in the respective programmes. Policies strengthening the access to ECEC and education as well as improving the impact of services follow a similar approach:

Figure 21: Ensuring access and quality of daycare and school education



Source: Own illustration.

Access to housing and healthy nutrition is not as developed, mainly because there is no legal entitlement to these services, at least on the federal level. Healthy nutrition does play a role in health-related measures, though. Especially relevant are policies, programmes and measures aimed at health promotion and prevention, supplementing free access to healthcare. Nutrition also plays an increasingly relevant role in other key areas, mainly in daycare and schools. The consulted key governmental stakeholders have indicated that there are states which pursue the goal of enabling access to healthy nutrition especially effectively when it comes to using the financial resources allocated by the Good Daycare (Facilities) Act, also by cooperating with the National Quality Centre for Nutrition in Child Daycare and Schools (Nationales Qualitätszentrum für Ernährung in Kita und Schulen, NQZ).

Figure 22: Ensuring access and quality of health prevention and nutrition

Source: Own illustration.

Promoting and constructing social housing is the main policy aimed at ensuring access of children in need to adequate housing. Programmes, mainly at the state level, additionally include interventions more tailored to specific target groups. Furthermore, (social) urban development programmes target especially socially challenged neighbourhoods.

Figure 23: Ensuring access to housing

Source: Own illustration.

Especially relevant are policies, programmes and measures aimed at improving the accessibility of the social service and benefit systems, mainly in the jurisdiction according to Social Code Book II, VIII and XII. The main strategy is to increase and improve the uptake of these services by those eligible and, partly, widening eligibility for families and children, such as, e.g., the Strong Families Act and the Education and Participation Package. These include the efforts made to improve the quality of early interventions according to Social Code Book VIII. According to the consultations, the amendment to the child supplement (Kinderzuschlag) was mainly motivated by increasing efficiency so as to make employment participation worth it and increase the uptake of those eligible. Closely linked to amending social welfare services and benefits is the publicly and politically debated question of whether a Kindergrundsicherung, a guaranteed child supplement, could further improve the access of children in need to social welfare services and benefits, as recently called for by a broad coalition of civil society organizations, associations and unions (Fachkräfteportal der Kinder- und Jugendhilfe, 2021).

Best practice – alimony advance: One of the most relevant services, as pointed out in the consultations, is the alimony advance for children of single parents (Unterhaltsvorschuss für Alleinerziehende). The benefit helps to secure children’s financial livelihood when they are raised by single parents if the other parent does not pay the alimony or does so only partially or not regularly. The alimony advance is regulated in the Alimony Advance Act (Unterhaltsvorschussgesetz, UhVorschG). Currently, legally embedded in Sect. 68 cl. 14 Social Code Book I. Up to their 12th birthday, every child can receive an alimony advance without any restrictions; children between the ages of 12 and 18 receive the advance if they do not depend on social benefits according to Social Code Book II or if the single parent receiving benefits earns at least EUR 600 a month.⁴⁰ According to the key governmental stakeholders consulted, this represents an effective tool to prevent the financial poverty of children of single parents. In 2018, more than 800,000 children received an advance payment (BMFSFJ, 2020c). The expenses amounted to approximately EUR 2.1 billion (BMFSFJ, 2021h).

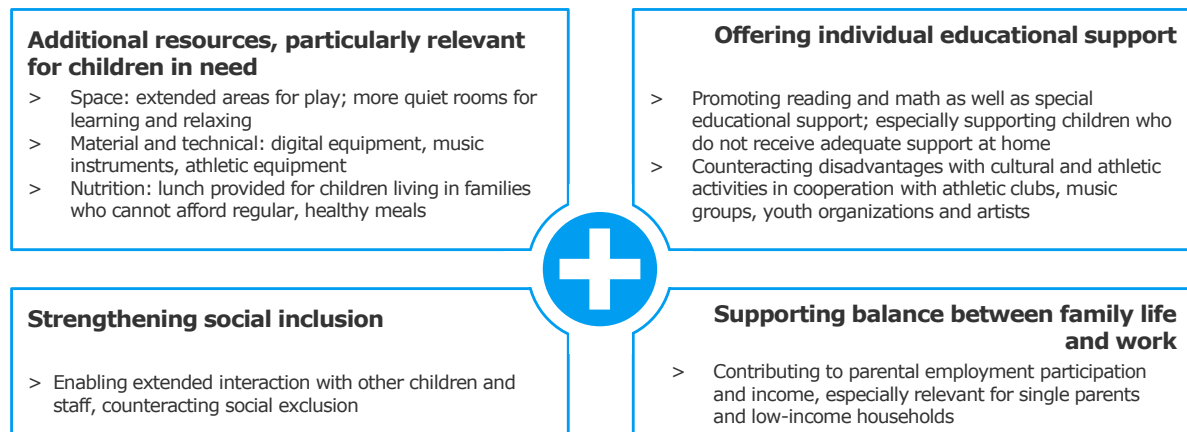
The consultations with key governmental stakeholders show that legal entitlements and hence legal amendments aimed at strengthening regulations and provisions are especially relevant to reaching children in need, enabling access to relevant services and such contributing to the objectives of the European Child Guarantee. Accordingly, legal amendments improved the ability to reach

⁴⁰ The amount depends on the age of the child: 0-5 years old up to EUR 174 a month; 6-11 years old up to EUR 232 a month; 12-17 years old up to EUR 309 a month.

children and especially those in need significantly. Especially significant is the improvement in children's access to relevant services while at the same time supporting the employment participation of parents, such as the recently passed legal entitlement to all-day care in schools or the Good Daycare (Facilities) Act. At the same time, those legal regulations and provisions also aim to improve the access of children and children in need to services in other key areas, extending daycare- and school-based activities such as those in the fields of healthcare-related topics, including healthy nutrition, as well as athletic and extracurricular educational services. They include quality-related questions and represent a very important prerequisite for improving the quality of these services in all the states.

Often, policies, programmes and measures aim at more than one relevant goal: As, e.g., was elaborated on in the consultations regarding the goals and their relevance for children in need of expanded all-day care in schools:

Figure 24: Expanding all-day care in schools: Objectives



Source: Own illustration, based on consultations with key governmental stakeholders at federal level.

As such, all-day care in schools may help to prevent material, cultural and social exclusion and such contribute to preventing poverty. Addressing all children in general and at the same time addressing those especially in need is a common strategy, as the consultations have confirmed.

Strengthening existing social services and infrastructure – interventions due to the COVID-19 pandemic: There are services and provisions targeting especially children in need, mainly defined according to the receipt of social benefits under the Social Code (especially SGB II and XII) and the Asylum Seekers' Benefits Act. Providing additional funds to support parents, especially low-income families and single parents, aimed at ensuring the participation of children in need in, e.g., school-based activities, including school catering, making available at least one hot lunch even during the pandemic-related closure. The consultations have demonstrated that the Catch-Up Programme offers services and provisions on a broad scale, focusing on the ECEC and education as well as extracurricular activities from which all children can profit. Since many children are reached in daycare facilities and schools, they simultaneously present a focal point for ensuring the access of children in need. The Catch-Up Package further includes services and provisions specifically targeting children in need, such as, e.g.: financial aid to purchase digital equipment for home schooling, helping to remove an important access barrier during a lockdown by enabling all children to participate; the support of mentoring to promote learning with EUR 100 million; supporting the states in facilitating voluntary work in schools and additional funds for social work at schools (Schulsozialarbeit). The measures illustrate a wide array of already existing social infrastructure and services which could be used to support parents and children during the pandemic. Several ministries, particularly the BMBF, BMFSFJ and BMAS, collaborated on their design. The relevance and effectiveness will be able to be measured: In the case of the financial benefits, it will be possible to identify the number of families reached and the amount distributed. The Catch-Up Package is also monitored by the states. Whether an impact evaluation will take place has not been announced.

Closely related to the experiences in the COVID-19 pandemic, promoting digital participation is a service area which will, as the consultations indicate, play an increasingly relevant role in the future. On the one hand, digitalization will improve families' equal access to existing services and educational policies especially. On the other hand, the federal government and the *Länder* will accelerate the expansion of digitalized educational infrastructure, also developing and providing digital educational media materials (Open Educational Resources), especially aimed at supporting every child individually. The Digital Pact School (DigitalPakt Schule) enables the federal government to provide the *Länder* with EUR 6.5 billion to invest into digital infrastructure in schools, aimed at supporting equal participation and opportunities.

As the mapping illustrates, most policies, programmes and measures, specifically at the federal level, address all children and are aimed at particularly supporting those in need. In general, whether a child is considered in need is based on the socio-economic situation of the parents, which is a critical influential factor and a main focal point of supporting children in need. As such, policies, programmes and measures often address families to support children indirectly. The consultations have emphasized the strategic significance of the following approaches to prevent children growing up in poverty or at risk of poverty. Financial support for families aims at increasing the participation of children growing up in difficult family situations specifically, mainly determined by the level of income of the parents, and also enables children of low-income families to, e.g., participate and profit from daycare and school-based as well as cultural activities. Specific financial support thus complements the main strategy which is to enable parents to work and earn an adequate income. Helping to support them in reconciling family life and work is intended to strengthen parental employment as well, especially by developing daycare. At the same time, developing daycare and specifically the quality of daycare aims to support the development of all children as early as possible and thus contribute to equal opportunities.

Figure 25: Main approaches to prevent children from growing up in poverty



Source: Own illustration.

The strategy is to reach and support children as early as possible, especially in relevant educational institutions. In principle, addressing families and parents at the same time, helping them educate and raise their children, participate in the labour market and access existing social services and benefits. A lot of policies, programmes and measures address children and their families or parents, as well as support the organizational development of the respective (educational) institutions and aim at contributing to further developing structural conditions by rendering it mandatory to strengthen cooperation and networking at the local level. A focal point is the living environment of children (Lebenswelten), including, besides relevant institutions, mainly their socio-spatial environment.

4.2 **Assessment of integrated approaches and outreach measures**

In general, the level of integration across all key areas and interventions is comparatively high, due to the policy and implementation framework. It is also guided by the idea that it is on the local level where children can be reached most effectively, with the aim being to support them in their living environments. Across all policies, programmes and measures included in the mapping exercise, it is possible to distinguish between three different approaches aimed at reaching children and particularly children in need.

Figure 26: Approaches to reaching children (in need): Integrated services



Source: Own illustration.

In a lot of cases measures address children and children in need indirectly by aiming to improve (educational) institutions so they support all children and especially those in need, often combined with helping them to integrate services such as, e.g., athletic and cultural activities, trying to engage families, parents and children more actively by cooperating and networking. This also serves to integrate services as well as improve structural framework conditions by enhancing cooperation and networking between state authorities, public and private social service providers, and institutions. Measures targeting the living environments of children and children in need follow a similar approach, aimed at supporting them in their respective socio-spatial environments – either with a special focus or aimed at improving participation in general, and as such improving prevention. These measures aim at strengthening social infrastructure across service and policy areas, developing networks at the local level and aimed at integrating services to support children holistically.

The consultations with key governmental stakeholders indicate that the level of integration must be differentiated between strategic integration and integrating in practice: At a strategic level, the cooperation, enforcing common policy goals, between the federal, state and local level is a prerequisite to render implementation and goal achievement effective. The consultations have pointed out that agreements between the federal and state level are specifically effective in ensuring cooperation across levels of government as, e.g., the Good Daycare (Facilities) contracts. A best practice for federal and state level cooperation is, e.g., the joint initiative of the federal and state government School Makes Strong, which aims at improving education opportunities of children in difficult social situations by providing each child with a qualitative and custom-fit educational offer. Federal and state governments each engage according to their competence: the federal government funding an interdisciplinary research association; *Länder* supporting the development of schools. At the same time, it is deemed best practice if a measure enables learning according to a bottom-up approach. Especially, elaborate support and facilitation measures accompanying policies and programmes aim at strengthening cooperation and learning across different levels of government, sectors and services, developing guidelines and standards. As such, it helps to identify further improving legal regulations, provisions and effective implementation requirements which can be considered, scaled up and supported in future measures.

Figure 27: Approaches to reach children (in need): Outreach measures



Source: Own illustration.

In addition, especially effective measures seem to be ones aimed at strengthening cross-jurisdictional cooperation between the different social service and benefit systems on the one hand and (independent) welfare organizations on the other, often including athletic and cultural services.

As, for example, the ESF Federal Programme Akti(F), aimed at strengthening cross-jurisdictional cooperation at the local level between, mainly, social benefit service providers, such as Social Code Book II (Jobcenter), Social Code Book III (employment agencies), Social Code Book VIII (local youth welfare agencies), and Social Code Book XII (social welfare offices). At the same time, a cooperating alliance – between local administration, Jobcenter, (independent) welfare organizations, companies, educational service providers, research institutes and associations – is a prerequisite for receiving funding. The consultations have shown that counselling services for families to support them holistically and help them to access different services can be considered a best practice. Besides informing families on existing services and helping to access them, counselling addresses and helps to solve individual family problems, such as addiction or mental challenges, often being the reason why parents do not work full-time or children fail in school. As such counselling seems to be effective in sustainably improving individual living situations.

Integrating services do play a role in a lot of the measures illustrated in the mapping exercise. As such, a lot of them aim at improving individual living conditions while at the same time supporting organizational development in a socio-spatial context. As, e.g., the federal programme Culture Makes Strong which, as pointed out in the consultations, supports disadvantaged children and enables by creating motivating learning experiences in an informal learning environment. At same time, the participating organizations learn to remove access barriers and to improve reaching educationally disadvantaged children. These are experiences which are likely to be helpful in reaching the target group in the future while establishing important local networks.

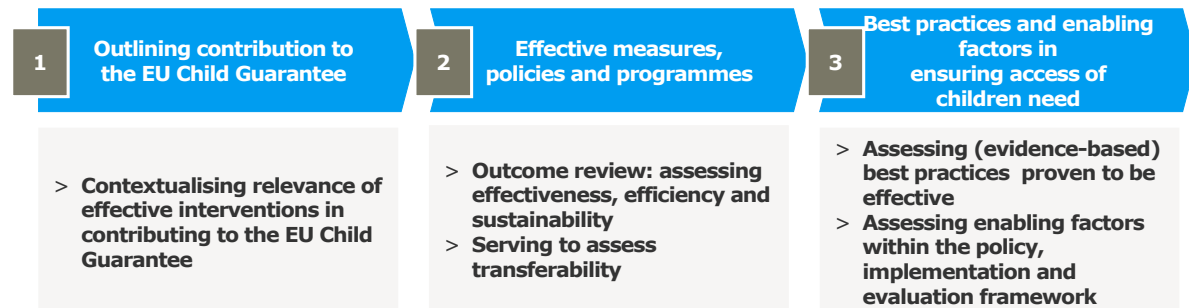
A lot of these interventions are characterized by the idea that children must be reached and supported, holistically and preventatively, in their neighbourhood. Corresponding interventions involve the creation of local networks with the aim of designing and implementing services and measures addressing social exclusion at the local level, giving all children equal opportunities for development, education, and social participation regardless of their social background or parental resources.

B – COMPILATION SECTION

5. ENSURING ACCESS OF CHILDREN IN NEED CONTRIBUTING TO THE EUROPEAN CHILD GUARANTEE

The compilation section of the deep dive presents a review, including the findings and results of the evaluations of relevant interventions, assessing their effectiveness, efficiency and sustainability for ensuring access of children in need to relevant services. It is structured as follows:

Figure 28: Compilation section: Structure and content



Source: Own illustration.

Based on the mapping exercise and the consultations with relevant governmental stakeholders at the federal level, the compilation section comprises intervention examples in all the recommended key areas. In accordance with UNICEF and key governmental partners, the examples selected for the compilation focus on integrated approaches and outreach measures at the state and local level. Additionally, the interventions are ongoing, evaluated and considered relevant in contributing to the European Child Guarantee.⁴¹ Their strategic significance and relevance in ensuring free and effective access of children in need to relevant services is based upon the policy and implementation framework as illustrated in the mapping exercise. The review thus illustrates the contribution these interventions make to ensuring free and effective access in the recommended key areas.

The **review** in chapter two is structured as follows:

- > **Relevance:** Elaborating on the necessity of intervention for addressing the social exclusion of children in need, as well as known access barriers and evidence available on the effectiveness of the approach.
- > **Objectives:** Introducing the objectives of intervention, differentiated by individual, organizational and structural targets.
- > **Target groups:** Characterizing the target groups, their scope and size.
- > **Implementation and measures:** Describing the implementation and measures of the intervention, including cooperation and integration of services
- > **Outcomes and lessons learned:** Qualifying the outcomes achieved and lessons learned, serving as the basis for assessing transferability.

⁴¹ Additionally, the selection included the regional differences, considering Eastern as well as Western states, different majority constellations in state government and different social structures with consideration given to the at-risk-of-poverty rate based on data from the Federal Statistical Office (see Statistisches Bundesamt, 2021i).

6. EFFECTIVE INTERVENTIONS IN ENSURING ACCESS OF CHILDREN IN NEED TO RELEVANT SERVICES

This chapter presents the review of intervention examples, assessing their effectiveness, efficiency and sustainability in ensuring access of children in need to relevant services. The review serves to identify best practices and enable factors which are assessed in terms of their transferability in the following chapter. The sample interventions are:⁴²

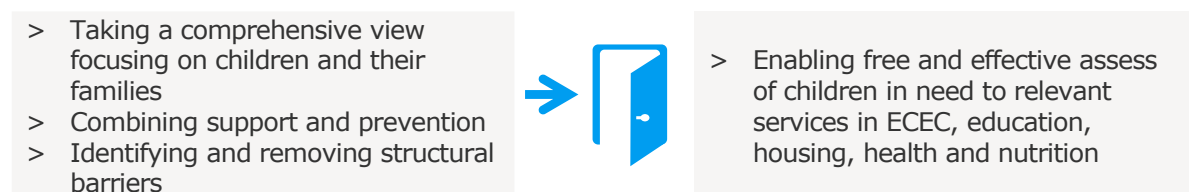
Table 19: Overview of intervention examples

Chapter	Key area	Intervention
2.1	Free early childhood education and care (ECEC)	BRISE - Bremen Initiative to Foster Early Childhood Development (State initiative: Bremer Initiative zur Stärkung der frühkindlichen Entwicklung)
2.2	Free education and school-based activities	Culture Makes Strong. Local Alliances of Education (Federal programme: Kultur macht stark. Lokale Bündnisse für Bildung)
2.3	Adequate housing	Heim-TÜV - Quality Check for Shared Accommodations of Asylum Seekers (Federal state monitoring of the Free State of Saxony - Heim-TÜV für Gemeinschaftsunterkünfte)
2.4	Free healthcare	Education and Health NRW (State programme: Bildung und Gesundheit NRW)
2.5	Healthy nutrition	TigerKids – Active Daycare (Federal programme: TigerKids – Kindergarten aktiv)

Source: Own illustration.

Their strategic significance is based on their contribution to the European Child Guarantee and follows a focus on outreach measures at the local level. The interventions are characterized by taking a comprehensive view, focusing on children and their families, combining support and prevention as well as identifying and removing structural barriers. As such, they contribute to ensuring free and effective access for children in need to relevant services in the respective key areas. The review will focus on and illustrate how these interventions enable their target groups to access and use the services provided.

Figure 29: Outreach: Enabling free and effective access



Source: Own illustration.

They do so differently. Before reviewing them in detail, the **strategic significance** is elaborated on in the following:

- > **BRISE** serves as an intervention example in the key area of early childhood education and care because it aims at ensuring access of children in need to existing social services and benefits as well existing programmes in early child development by complementing it with measures to continuously support and counsel the targeted families, parents and children. The approach of linking services in an intervention chain aimed at strengthening prevention is – as

⁴² In relation to the interventions, the following functions have been consulted or contacted: Project support for Early Childhood Development of BRISE; Regional Service Centre of Culture Makes Strong in Saxony-Anhalt; Bureau of Saxonian Commissioner for Foreigners; State Coordinator Education and Health NRW as well as Head of Expert Groups for Child and Youth Health of the State Centre for Health; Foundation Child Health (Stiftung Kindergesundheit).

the mapping illustrates – an approach which has been pursued more and more at the state and local level. BRISE explicitly focuses on early childhood but follows a different approach in comparison to other interventions illustrated in the mapping exercise since it does not focus on daycare and daycare facilities as the focal point in reaching families and children in need. It nevertheless builds upon daycare infrastructure. As an intervention, it also aims at improving cooperation and coordination across the state, municipal and local level as well as across different departments and key areas such as family policies and health.

- > **Culture Makes Strong** serves as an intervention example in the key area of free education and school-based activities because it specifically aims at promoting extracurricular cultural education to strengthen education for disadvantaged children, based on evidence pointing to cultural education as an effective method to counteract disadvantages in school achievement. It is based on insights and recommendations of the National Education Report and the programme itself is being evaluated. Within the framework of the programme educational cultural projects are funded with the aim of reaching children in need in their living environments, while at the same time strengthening organizations' offerings e.g., cultural and athletic services, and their cooperation and networking. The programme structure to engage experts, public administration and civil society aims at ensuring free and effective access with high-quality services. As such it complements the focal points of schools in the key area and, like several other interventions, targets the socio-spatial environment, especially children living socially disadvantaged neighbourhoods.
- > **Heim-TÜV** serves as an intervention example because it specifically targets refugees, also addressing refugee families and children in accommodations and thus children especially at risk. It monitors their housing and living conditions, aiming at enhancing the quality of services, also developing guidelines and procedures to do so. It also aims at integrating services locally and strengthening coordination, ensuring access to other service areas such as school education. It is evaluated and has been adapted by other states such as North-Rhine Westphalia, Berlin or Baden-Wuerttemberg. The Heim-TÜV not only makes the quality of accommodations objectively assessable and serves to improve the living situations in the accommodations. It also derives recommendations for policymakers and politicians and as such emphasizes the importance of state regulations being implemented to support children and their families.
- > **Education and Health NRW** serves as an intervention example in the key area of free healthcare because it promotes integrated health and quality development in schools by strengthening the health competencies of all the school stakeholders. The objective is not only to promote health in schools or schools promoting health but to integrate health as an educational objective. Participating schools as network partners are required to implement quality management concerning health-related structural development goals within the framework of a developed screening, the so-called BuG Screening (Bildung und Gesundheit). It is based on the IQES ("Instruments for Quality Development and Self-evaluation in Schools") quality dimensions and criteria for a *good healthy school*. The implementation of the programme has been evaluated in the first funding phase within the framework of the State Framework Agreement on the Implementation of the National Prevention Strategy (Landesrahmenvereinbarung (LVR) zur Umsetzung der nationalen Präventionsstrategie) in accordance with Art. 20f Social Code Book V. The aim is to establish health promotion and prevention as early and as sustainably as possible in accordance with the respective quality requirements.
- > **TigerKids – Active Daycare** serves as an intervention example in the key area of healthy nutrition because it aims at encouraging children from an early age to adopt healthy eating habits and an active lifestyle. The programme provides especially socio-economically disadvantaged children and their families with access to education on nutrition and supports daycare facilities in adopting a holistic and preventive health approach contributing to a healthy upbringing. It furthermore engages parents to learn about healthy nutrition and strengthen it at home. The concept, which was developed by a group of experts on nutrition and paediatrics, consists of modular units adaptable to the respective implementing daycare facility, equally

involving children, pedagogical staff and parents. Its implementation has been evaluated in a control-group design before being scaled up throughout Germany. It has also been recognized as an official partner project by the BMEL and BMG under the framework of IN FORM.

6.1 Free childhood education and care (ECEC)

Relevance: Early interventions in Germany address all families and are especially aimed at supporting families in difficult living situations – with poverty being one of the most frequent common conditions (NZFH, 2020). Evidence in developmental psychology and neurobiology proves that poverty – even during pregnancy – is one of the main predictors for developmental deficits and health risks in infancy and childhood, having determinantal long-term consequences on health, education and social participation. Specifically, a preventative approach aimed at avoiding growing disparities⁴³ has been proven to have great significance: The earlier children and their parents as the primary caregivers receive support, the better they are able to develop and activate protective mechanisms.⁴⁴ Various studies and evaluations prove systematic early childhood programmes for socially and culturally disadvantaged children having positive effects on their cognitive, social and emotional development. Other recent economic analyses on education show their efficiency: The savings generated exceed the costs of implementation (e.g., García et al., 2016). Before formal schooling begins, there are programmes reaching the target groups, but they are not implemented with adequate quality (Cadima et al., 2018) and thus do not support children and their families sufficiently. Another factor is indicated by different rates of participation in education according to socio-economic status and immigration background (Jessen et al., 2018; Schütte et al., 2020). One reason being that the local early childhood and pre-school support programmes are only perceived selectively by certain kind of families, which is why various initiatives have been developed to overcome early disadvantages. (Cadima et al., 2018). Furthermore, individual measures often have only small effects and, as a rule, the effects of the intervention diminish the bigger the time lag is (fade-out; Schütte et al., 2020). Accordingly, it seems more effective to support families as early as possible, systematically and continuously for a longer period. Research reveals three factors to be crucial for effectiveness: a) an early approach, b) good monitoring to achieve good quality, c) not limiting the services to children only, but also including their families (Schütte et al., 2020).

BRISE aims at providing effective and free-of-charge support for families and children in their first years. It builds upon already existing free services and programmes in Bremen, systematically integrating them into an intervention chain (Förderkette) to improve cognitive, social and emotional developmental support of children from disadvantaged families.

Table 20: BRISE - Bremen Initiative to Foster Early Childhood Development: General information

Timeline	Bundesland	Responsible governmental unit(s)	Financial resources 2017 – 2025
06/2017 – 02/2025, extension decided in March 2021 (Pressestelle des Senats Bremen, 2021)	Bremen (West German <i>Bundesland</i>); at-risk-of-poverty rate (Armutgefährdungsquote) ⁴⁵ : 24.9% in 2019 (Statistisches Bundesamt, 2019b) ⁴⁶ ;	Bremen State Senate incl. Senator for Children and Education; Senator for Social Affairs, Youth, Integration and Sport; Senator for Science,	BMBF (EUR 14.8 million for the funding of the research project, Jacobs Foundation (EUR 3 million for the funding of the coordination unit), Bremen State (EUR 6

⁴³ For an overview of relevant literature see Schütte et al., 2020.

⁴⁴ Possible protective determinants are a strong emotional relationship to at least one person, strong familial support, experiencing self-effectiveness and social support which can also be provided by persons outside the family.

⁴⁵ The at-risk-of-poverty rate (Armutgefährdungsquote) as an indicator is set at 60 per cent of the national median equalized disposable income after social transfers. The equivalent income refers to the net household income, based on needs-adjusted equivalence scales per capita income per member of the household. The average at risk-of-poverty rate in Germany lies at 15.9 per cent in 2019.

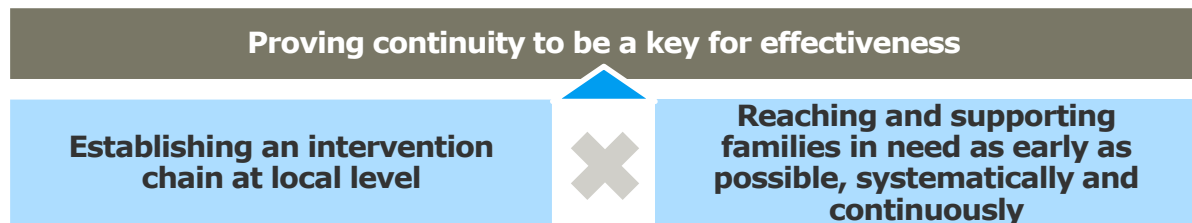
⁴⁶ The at-risk-of-poverty rate (Armutgefährdungsquote) as an indicator is set at 60 per cent of the national median equalized disposable income after social transfers. The equivalent income refers to the net household income, based on needs-adjusted equivalence scales per capita income per member of the household. The average at risk-of-poverty rate in Germany lies at 15.9 per cent in 2019.

	highest at state level in all of Germany	Health Women and Consumer Protection	million) (Pressestelle des Senats Bremen, 2021)
--	--	--------------------------------------	---

Source: Own illustration.

Objectives: Ever since 2017 the initiative specifically links existing early childhood and pre-school programmes proven to be effective. They are to be more integrated into the everyday life and needs of the families, meaning that parents can choose which services and programmes of the intervention chain they would like to participate in. Therefore, families facing special challenges are closely accompanied by BRISE. The initiative provides eight contact points (Anlaufstellen) in 37 districts (Ortsteile) and aims at reaching and informing families in their neighbourhoods, building relationships with professional family guides from BRISE and professionals from participating early intervention services such as Pro Kind, early counselling centres and outreach parent/child education programmes such as Opstapje and HIPPIY, as well as the Bremen Family Network (Familiennetz Bremen). As an intervention, BRISE has three different objectives: Most importantly, combining existing services and programmes into an intervention chain which reaches families close to home and enables them to sustainably promote the development of their children. The implementation has been evaluated as a qualitative formative process evaluation.

Figure 30: BRISE: Objectives



Source: Own illustration, based on Ramboll, 2020.

Additionally, it aims to examine the effects of continuous, consistent and comprehensive support for disadvantaged families over a long period (Schütte et al., 2020). With a quasi-experimental longitudinal design and a multi-method approach, the complementary research project is the first long-term study of a large-scale regional support programme (BRISE Bremen, 2021b), investigating the cumulative effects of a coordinated support programme on the cognitive, social and emotional development of children in Germany. Children whose families use the support services in the municipality of Bremen at their own discretion are considered as a comparison group. The intervention aims at proving the effectiveness of continuity as being key to fostering cognitive, social and emotional development in the early childhood of disadvantaged children (Schütte et al., 2020). The research project is funded by the BMBF with EUR 14.8 million over a period of 8 years (Pressestelle des Senats Bremen, 2021), supported by a consortium of researchers.⁴⁷ Researchers closely accompany parents and children over a long period of time. The findings will be provided in 2024 and aim at improving and further expanding early support of children (Pressestelle des Senats Bremen, 2018). Using data of both the Socio-Economic Panel (SOEP) and the National Educational Panel (NEPS), BRISE can draw on a further comparative data analysis (BRISE, 2021b).

Target groups: BRISE targets (new-born) children and families whose life situation is characterized by special challenges, such as e.g., low level of educational attainment, low income, unemployment, and/or migration background – of at least one parent (BRISE Bremen, 2018). Families are not addressed as being disadvantaged but in terms of their living environments with the aim of reducing stigmatization. The initiative is thus based on another commonality of families at risk of poverty which is that they live in socio-spatial environments with a high risk of social segregation. Especially in metropolitan areas and major (university) cities, with the increase in

⁴⁷ For the researchers in the consortium and their institutions see BRISE Bremen, 2021b.

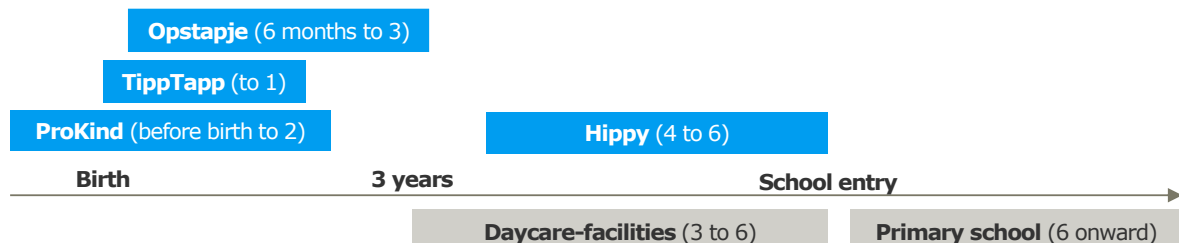
rental prices being one reason for a concentration of low-income households in certain districts (BMAS, 2017; Rjosk et al., 2016).

- > The percentage of underaged children living in households in need according to Social Code Book II (Bedarfsgemeinschaften)⁴⁸ is by far the highest in Bremen: The nationwide average is at 13.5 per cent while in Bremen it is at 31.5 per cent (Bundesagentur für Arbeit, 2020a).⁴⁹
- > The SCB-II support rate⁵⁰ in Germany in 2020 is 13 per cent of all children up to the age of three with a strong north-south divide: Bremen is again the highest at 31.2 per cent and Bavaria the lowest at 6.1 per cent (Bundesagentur für Arbeit, 2020b).
- > In Bremen, there are 14,900 single parents with children under 18 – this rate of 24.2 per cent is above the national average of 17.6 per cent. In Bremen in 2018, there were just under 9,500 single-parent households in need of support, i.e., around 15,000 children (Arbeitnehmerkammer Bremen, 2019). This means that 66 per cent of all single-parent households are dependent on assistance, the highest rate in all the Länder.
- > The largest number of people with a migration background⁵¹ nationwide, proportionally, live in Bremen. More than every third person has a migration background while only every fourth person has one on average in Germany (butenunbinnen, 2021).

A total of up to 600 socio-economically and culturally disadvantaged families are included in the sample as BRISE families (BRISE Bremen, 2021b). The effort for the participating parents is compensated with EUR 25 for each of the usually nine sessions (Pressestelle des Senats Bremen, 2018). In 2021, 380 families from 37 districts participated in the programme, two thirds joined before giving birth, one third joined afterwards (Pressestelle des Senats, Bremen, 2021). The number of participating families is expected to increase further by the end of 2021.

Implementation and measures: BRISE systematically links existing programmes to establish continuous support for children from birth to school entry. It combines measures in the homes of families (home-based interventions), which are particularly low-threshold and promise developmental effects in the general cognitive, motor and socio-emotional areas, with centre-based interventions in daycare facilities for children aged three and older, which are tailored to the development of specific sub-competencies (language, mathematics, natural science). BRISE facilitators (BRISE-Begleiterinnen und Begleiter) support and direct the participating BRISE families through the intervention chain. Being part of the research project, they accompany the families in a double role, both as researchers and as counsellors who recommend transfers between the different interventions.

Figure 31: BRISE: Continuous chain of intervention



Legend: home-based programmes in blue (above the time beam); institutional-based interventions in grey (below the time beam). Source: Own illustration.

⁴⁸ In contrast to the SCB II support rate referring to children entitled to benefits, the percentage of underaged children in households in need includes both children entitled to benefits and children without an entitlement to benefits as well as persons excluded from entitlement to benefits. Thus, it considers all children in the environment of persons entitled to benefits according to SCB II. The percentage indicates the risk for children in Germany of currently living in a household in need of assistance according to SCB II (Bundesagentur für Arbeit, 2020b).

⁴⁹ Berlin follows in second place with 26.8 per cent. The lowest was Bavaria with 6.4 per cent.

⁵⁰ The SCB-II support rate conveys the children under three years of age entitled to benefits relative to all children under three years of age as of 31 December of the year or, for December 2020, provisionally as of 31 December 2019.

⁵¹ According to the German Federal Statistical Office, a person has a migration background if he or she or at least one parent was not born with German Citizenship (Statistisches Bundesamt, 2020e).

Different departments are responsible for the implementation and funding of the different programmes integrated into the intervention chain – all of which are proven to be effective or are at least evaluated.

Table 21: BRISE: Programmes

Service	Description	Responsible governmental unit	Evidence-based
Pro Kind (Pro Child)	Pregnant women in difficult living situations, expecting their first child, are visited at home regularly up to the second birthday of the child by <i>Pro-Kind</i> family midwives, supporting the parent-child interaction as well as child development and health, strengthening parental capacities.	Senator for Social Affairs, Youth, Integration and Sport	Empirically proven to be effective (Brand/Jungmann, 2013)
HIPPY	Supporting parents to playfully prepare their children to enter school, at the same time aimed at strengthening the relationships between parents and their children, alternating home visits with group counselling.	Senator for Social Affairs, Youth, Integration and Sport	Empirically proven to be effective (Sterzing, 2011) ⁵²
TippTapp	Offering counselling on health and development at infancy. Parents receive individual counselling from a (paediatric) nurse right after birth, after 6 months and 1 year, visiting them at home.	Senator for Health, Women and Consumer Protection	Empirically proven to be effective (Gesundheitsamt Bremen, 2021)
Opstapje	Professionals visit families at home regularly, additionally offering group counselling, strengthening the parent-child relationship with activities allowing parents to attend to the needs of their children, supporting their development.	Senator for Social Affairs, Youth, Integration and Sport	Empirically proven to be effective (Deutsches Jugendinstitut, 2004)
Qualification initiative			
Pyramide (Pyramid)	Fostering child development in different developmental areas, addressing professionals in child daycare facilities, providing them with information and materials, based on scientific evidence and pedagogical experiences, integrating them into a holistic programme supporting children in their development from 0 to 6 years.	Senator for Children and Education	Accompanying research project (Universität Koblenz-Landau, 2021)

Source: Own illustration, based on BRISE, 2021b.

As an intervention, BRISE additionally is embedded into existing services and provisions which are part of the implementation, such as the Senator for Children and Education responsible for child daycare and primary schools as well as for the qualification initiative *Pyramide*. The qualification initiative aims at scaling up and making available relevant findings of the implementation and research to professionals in early childhood education and child daycare. It records and elaborates on the professional knowledge in BRISE and aims at strengthening acceptance in supporting and adapting a scientific approach. BRISE also relies upon existing family policies, social services and benefits such as e.g. Early Interventions (*Frühe Hilfen*, SCB VIII). Even though child daycare in Bremen is non-contributory from the age of three and parental contribution staggered according to various criteria, including the income of the parents, the number of children in the family, care time and age/form of care before the age of three,⁵³ as well as the organization in a way that does not make it necessary for parents to actively seek places at daycare,⁵⁴ the attendance rate of children under the age of three lies at 28.4 per cent in Bremen and thus slightly below the Western

⁵² For a list of publications on HIPPY see Deutsches Jugendinstitut, 2021b.

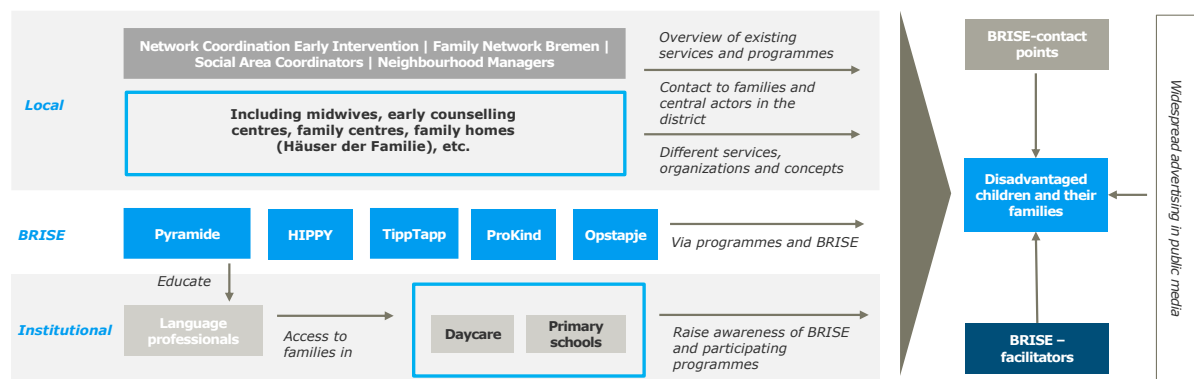
⁵³ Parental contribution according to income is applied as follows: For an annual household income of EUR 30,000, parental contributions of EUR 113 are levied each month; for an income of EUR 60,000, EUR 281 per month, and for an income of EUR 90,000, EUR 450 per month (Mühleib et al., 2020).

⁵⁴ Without the parents having to take care of it, at the beginning of January each year, a *Kita-Pass* is sent to children living in Bremen who will turn one year old by July 31 at the latest and who have not yet received a *Kita-Pass* (Freie Hansestadt Bremen, 2021a). The *Kita-Pass* is needed to register a child for daycare or in a daycare facility.

German average (30.3 per cent).⁵⁵ For children between the ages of three and five, Bremen's rate of 86.6 per cent is the lowest in all of Germany (average 93.3 per cent in 2019) (BMFSFJ, 2020d).

Reaching families in need is based on several components and builds upon existing networks. Within the framework eight contact points, such as child daycare facilities, health sector and social work in the districts, have been established to actively support recruitment and establish contact with interested families and the central actors. For their work as contact points, the participating institutions receive an allowance. This is paid by the IPN Leibniz Institute for Science and Mathematics Education in Kiel, which is part of the BRISE scientific consortium. The combination of widespread advertising in public media⁵⁶ and stores at the local district level, direct letters to the families and contact via multipliers (including the *BRISE families* themselves) is the most effective method for reaching the target group (Freie Hansestadt Bremen, 2020). Another way of contacting families is via child daycare facilities and primary schools functioning as multipliers. Informed and engaged multipliers include those in the fields of medical care, health and social work. Additionally, all families with new-born children have been informed about the services of the initiative via the letter for the birth register (Geburtenregister).

Figure 32: BRISE: Reaching families



Source: Own illustration, based on Ramboll, 2020.

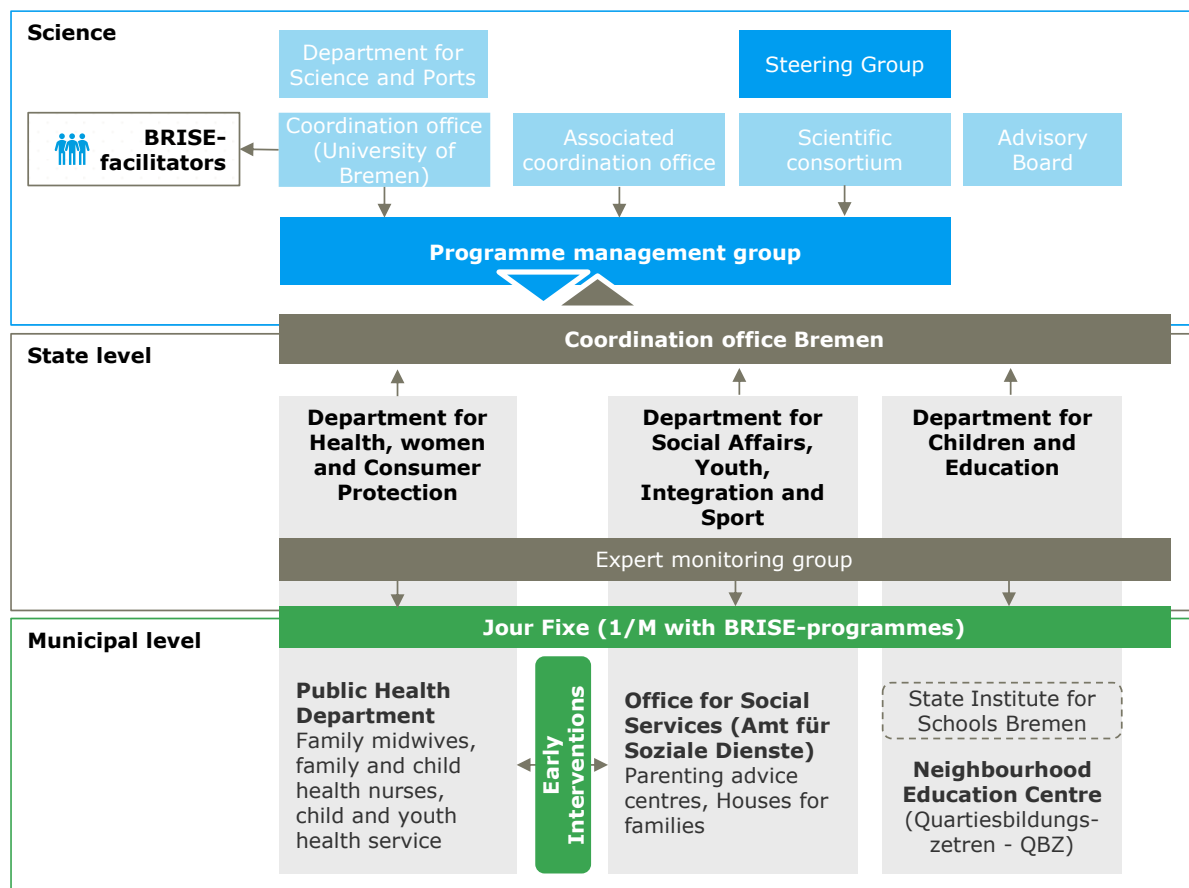
Furthermore, family guides and professionals from the programmes are present at local festivals and family events within the framework of BRISE. Since spring 2019, BRISE families have also been able to recruit up to three additional families for BRISE in return for a financial incentive, funded from the BRISE research budget of the University of Bremen. Another possibility for acquisition is offered by the participating early intervention programmes from the model BRISE intervention chain, in which parents or network partners are approached by staff or families who are already participating.

Initially, the initiative established a scientific consortium (Wissenschaftskonsortium) with a coordination office at the University of Bremen (Koordinierungsstelle) and associated coordination offices as well as an advisory board (Wissenschaftlicher Beirat) to ensure the implementation of the scientific research project. The Senator for Science and Ports is responsible for the realization of the logistical coordination and scientific support of the BRISE families on site by the University of Bremen. The coordination office at the University of Bremen closely coordinates the BRISE facilitators. For this purpose, corresponding mandates have been issued and representatives have been appointed to participate in the monthly committee meeting as part of the programme management group (Programmleitungsgruppe) and consult with the member of the steering group (Steuerungsgruppe) on the progress in the long-term study.

⁵⁵ In Eastern Germany the care rate is much higher (average 52.1 per cent).

⁵⁶ In spring 2018, an advertisement was placed in the free weekly newspaper Weser Report, followed by a report in the BLV newspaper for Bremen-Nord.

Figure 33: BRISE: Coordination



Source: Own illustration, based on Ramboll, 2020.

The steering group and the programme management group are not only part of the knowledge system, but act as intermediaries. Members are actively involved in the direction and implementation of the long-term study and at the same time establish links to the state level. The participating departments, such as the Health Department, the Department for Social Affairs, Youth, Integration and Sport, and the Department for Children and Education. As such, they also coordinate their services operating at the municipal level, such as the Office of Social Services (Amt für Soziale Dienste) and the State Institute for Schools (Landesinstitut für Schule Bremen) and Neighbourhood Centres for Education (Quartiersbildungszentrum (QBZ)). They thus form the interface between administration and science (Ramboll, 2020). Additionally, a monthly Jour Fixe has been introduced to strengthen coordination and cooperation with the participating programmes. Members are the Senator for Health, Women and Consumer Protection with the programme Tipp Tapp, the Senator for Social Affairs, Youth, Integration and Sport with early intervention services such as ProKind, early advice centres and outreach parent/child education programmes such as Opstapje and HIPPIY as well as the Bremen Family Network (Freie Hansestadt Bremen, 2021b). Expanding coordination and cooperation between different levels has been one of the lessons learned. Integrating services in an intervention chain aimed at strengthening prevention requires not only coordination and cooperation across departments but also between the state and municipal level to ensure that the intervention chain works at the operating level. While the participating interventions are supported by the regular funding of the different departments, the funding for the coordinating management comes from the overarching programme budget.

Outcomes and lessons learned: The implementation of BRISE has revealed certain challenges in establishing a comprehensive municipal policy of shared responsibility supporting the best possible development for all children. For successful implementation, it is important to ensure an

orientation on the needs of the children and their families across departmental responsibilities for child and youth welfare, education and care as well as health at the state level (Ramboll, 2020).

In terms of reaching and keeping in touch with the families, the health services play a significant role due to the early contact and trust families have in midwives, gynaecologists and paediatricians (Ramboll, 2020). To profit from this access, state authorities depend on the personal commitment of midwives and doctors, as the state department does not have the competence to oblige them to do so. Consequently, cooperating with the healthcare services represents a success factor. The house visitors from the participating BRISE programmes also play an important role for the acquisition of families (Ramboll, 2020): Many of them live in the neighbourhoods as the targeted families and have a similar cultural background, which can facilitate access. In terms of building trust with and bonding with families, the involvement of professional actors and home visitors has been described as a particularly suitable element, which certainly holds great transfer potential for other municipalities (Ramboll, 2020). When designing handovers and transitions in the BRISE intervention chain, a basic level of information and personal contact between the actors proves to be particularly helpful. A certain overlap between the individual components of BRISE is helpful for the uninterrupted chain of intervention, but the overlaps should not become too long (Ramboll, 2020). The development and implementation of the intervention chain to systematically strengthen the development of children from disadvantaged families not only requires the involvement of the relevant policy fields in education, social affairs and health. It also gives an additional reason to bring together the different professions of administration, practice and science. Another enabling factor for successful cooperation is to develop and keep a joint strategy. Additionally, the intervention will provide important insights, informing evidence-based policy and investing available resources purposefully to benefit disadvantaged children. BRISE makes an important contribution to this by incorporating insights from research and practice into the planning of different departments on the state level.

6.2 Education and school-based activities

Relevance: A large body of educational research provides evidence of educational inequality prevailing in Germany, highlighting a pronounced relationship between educational success and social background (Solga/Dombrowski, 2009). This has also been reflected in the results of PISA⁵⁷ (Programme for International Student Assessment) in recent years (Schleicher, 2019): There are significant differences in performance between socio-economically advantaged and disadvantaged students. In Germany, e.g., differences regarding children's reading competencies exceed the OECD average by 24 points (OECD, 2019). These differences are particularly pronounced regarding the level of competence in reading and science among children from immigrant families (Autorengruppe Bildungsberichterstattung, 2020). Moreover, children from socio-economically disadvantaged families and children with a migrant background are less likely to transfer to a grammar school after primary school (Deutsches Jugendinstitut, 2020; Solga/Dombrowski, 2009). Studies also show that there is a concentration of children from disadvantaged backgrounds in certain schools, since in all the Länder, apart from North-Rhine Westphalia, residence determines the school district (Süddeutsche Zeitung, 2021). There is, for example, a concentration of over 60 per cent of school-aged children with a migrant background in approximately 7 per cent of schools. Thus, the socio-spatial living environment correlates with educational segregation (Deutsches Jugendinstitut, 2020; see also SVR-Forschungsbereich, 2018).

The BMBF emphasizes that access to good education is a decisive factor for Germany's position in global competition, the prosperity of its citizens and the cohesion of society. Cultural education is considered to make an important contribution to achieving educational equality in Germany (BMBF, 2021d). Cultural education promotes personal development and educational success by combining cognitive, emotional and creative processes of action. It is also an essential prerequisite for cultural

⁵⁷ In the 2018 PISA reading competencies test, socio-economically disadvantaged children scored on average 113 points less than children from privileged backgrounds (OECD average is a difference of 89 points) (OECD, 2019).

participation and a key factor in strengthening social cohesion through a common cultural understanding (BKJ, 2021). However, children's access to cultural education is shown to be strongly dependent on the commitment and financial resources of the family. Parents with low incomes were found to invest significantly less in cultural education activities than parents with higher incomes (Keuchel, 2013; see also Engels/Thielebein, 2010). About 67 per cent of all parents with a household income below EUR 2,500 do not offer their children extracurricular cultural activities at all or only to a very limited extent (Rat für Kulturelle Bildung, 2017). Children from low-income households are in return most likely to take advantage of free offers (Engels/Thielebein, 2010). A study by the Council for Cultural Education (Rat für Kulturelle Bildung) further shows that children from families with low levels of educational attainment participate less often in extracurricular activities (37 per cent in relation to 59 per cent of children from families with higher educational qualifications) (Rat für Kulturelle Bildung, 2017). Also, children's cultural interests are highly dependent on the educational background of their parents. 74 per cent of children from academic households state that their cultural affinity is influenced mainly by their parents. For children of parents with low to medium qualifications, this figure lies at 33 per cent (Rat für Kulturelle Bildung, 2015).

Culture Makes Strong is designed to contribute to reducing the relation between educational success and social background, thus improving the educational participation and equity of disadvantaged children.

Table 22: Culture Makes Strong. Local Alliances for Education: General information

Timeline	Bundesland	Responsible governmental unit(s)	Financial resources 2013 – 2027
2013 – 2017 (first funding phase); 2018 - 2022 (second funding phase) , extension until 2027 announced in July 2021 (BMBF, 2021e)	Implemented in all states; serving as an example: Saxony-Anhalt (East German <i>Bundesland</i>); at-risk-of-poverty rate (Armutgefährdungsquote): 19.5 % in 2019 (Statistisches Bundesamt, 2019a); second highest at state level in all of Germany	BMBF providing funding	2013 - 2017: approx. EUR 135 million; 2018 - 2022: EUR 250 million ; 2023 - 2027: EUR 250 million tbc. (BMBF, 2021e)

Source: Own illustration.

Objectives: The programme specifically aims to enable children free access to extracurricular cultural education and to foster their personal development while promoting social skills and creativity (BMBF, 2018). It aims at increasing the range of cultural educational opportunities. The funded projects do not replace existing activities of the Alliance partners but are new and therefore complementary (Prognos, 2018). Since the local Alliances for Education (Bündnisse für Bildung) need to participate, the programme aims at promoting the cooperation of local partners beyond the existing circle of cultural education providers to facilitate access to new groups of participants and to establish sustainable local structures, ensuring a long-term impact beyond the funding phase by strengthening civil engagement at the local level (BMBF, 2018). Furthermore, the programme targets the fostering of the transfer of knowledge between the stakeholders to sustainably secure insights gained and to make them accessible to other Alliances, municipal stakeholders or civil stakeholders in cultural education (Prognos, 2018).

Figure 34: Culture Makes Strong: Objectives



Source: Own illustration, based on BMBF, 2021f.

Overall, the intervention seeks to improve organisational and structural conditions, to ensure new ways of access to (cultural) education, complementing curricular activities, and to contribute to achieving educational equity.

Target groups: The projects realized within the framework of the programme are intended to reach educationally disadvantaged children, specifically between the age of 3 to 18 (BMBF, 2021g). According to the latest National Education Report (Nationaler Bildungsbericht), this includes children growing up in a socially (unemployed parents), financially (low household income) and/or educationally (parents with a low level of educational attainment) disadvantaged situation. Children with a migrant background or refugee experience as well as children of single parents are considered particularly at risk (Autorengruppe Bildungsberichterstattung, 2020). According to the Federal Statistical Office, there were a total of 13.75 million children living in Germany as of 31 December 2020 (Statista, 2021). Based on the data from the Education Report, 3.98 million children nationwide grow up in relevant risk situations, 550,000 affected by all three risk situations. In Saxony-Anhalt, there were a total of 315,000 children in 2019 (Statistisches Landesamt Sachsen-Anhalt, 2021). Children in Saxony-Anhalt are most often affected by a financially disadvantaged situation (27 per cent), while approximately 3 per cent of overall children are affected by all three risk situations (Autorengruppe Bildungsberichterstattung, 2020).

The findings on the evaluation of the programme show that the intended target groups were effectively reached in over 90 per cent of the projects implemented, totalling around 580,000 children between 2013 and the end of 2017. 55 per cent of the 596 children surveyed stated that they have never participated in a similar activity before, while 70 per cent would also like to take part in a similar activity again (Prognos, 2018). Surveyed children also reported that participating has contributed to gaining social and personal competencies (e.g., improvement of independence, self-confidence, self-esteem) and helped to expand their professional and cultural knowledge (Prognos, 2018).⁵⁸ In its second funding phase, the programme has already reached around 273,000 children between 2018 and 2020. Resulting in around 850,000 children overall (Prognos, 2020).

Implementation and measures: At least three civil stakeholders engaged in cultural education and forming a so-called Alliance for Education (Bündnisse für Bildung) jointly realize extracurricular cultural education projects. To ensure that the children adequately reached, at least two of these partners must be *locally rooted*, also allowing for supra-regional civil stakeholders to be involved in an Alliance. Frequently, schools, associations or clubs are involved as partners.

Additionally, programme partners – associations and initiatives with expertise in extracurricular cultural education active throughout Germany – play a key role in supporting Alliances in organizing and implementing projects at the local level (BMBF, 2021g; Prognos, 2020). For each funding period, programme partners are appointed by a jury of nine experts,⁵⁹ convened by the BMBF, on the basis of their proposed (pedagogic) concepts. The concepts of the partners form the basis for the implementation of educational activities describing the topics and cultural disciplines (e.g., dance, theatre, film, visual arts, etc.), differentiating the target and outlining possible formats (e.g., holiday camps, day events, courses, etc.). In the most recent phase, 29 programme partners⁶⁰ were selected, thereof 23 sponsors (Förderer) and 6 initiatives. To implement a project, the local Alliances apply for funding through one of the 23 appointed sponsors. This involves selecting a sponsoring association whose concept fits in well with their ideas and appointing a leading partner within the Alliance to submit the application. The sponsors forward the funding provided by the BMBF to local Alliances, which use the funds for the implementation of local projects. The initiatives, however, do not distribute funding but engage in local Alliances

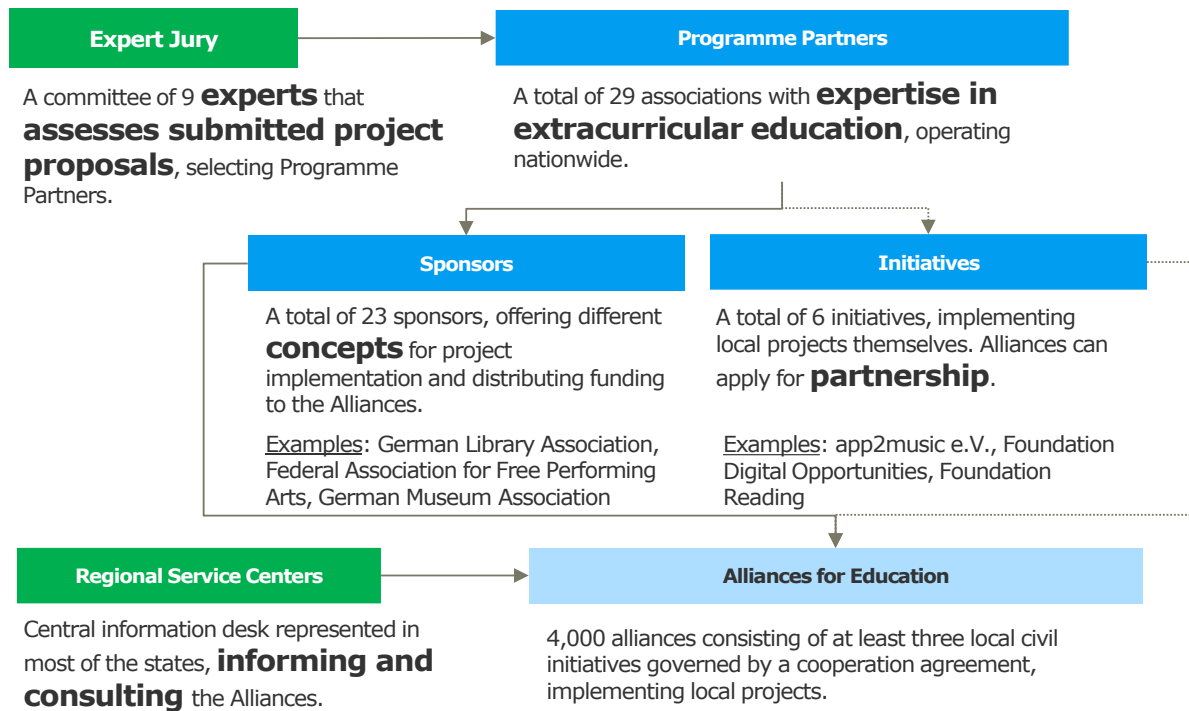
⁵⁸ There is no percentage designated.

⁵⁹ For more information on the jury of experts see: BMBF, 2021h.

⁶⁰ For an overview of the selected sponsors and initiatives in the current funding phase see: BMBF, 2021i.

themselves and realize local projects in cooperation with their local partners (BMBF, 2021g; Prognos, 2020).

Figure 35: Culture Makes Strong: Ensuring quality of projects



Source: Own illustration of the current funding phase, based on Prognos, 2020.

To contribute to the organizational development of the local Alliances and to ensure the high quality of the services provided, the BMBF has established regional service centres in every state providing interested Alliances or individual stakeholders with information and advice on the programme and potential Alliance partners. In Saxony-Anhalt, 21.5 per cent of the Alliances have taken advantage of the counselling services offered by the regional service centre (Prognos, 2018). In addition, the project ProQua, which was initiated by the Academy of Cultural Education of the Federation and the State of North-Rhine Westphalia (Akademie der Kulturellen Bildung des Bundes und des Landes NRW e.V.), promotes the transfer of external technical and scientific expertise to the stakeholders involved (Prognos, 2020). The project provides specialist pedagogical training in cultural education via conferences or workshops. However, 80.4 per cent of the surveyed 717 Alliance partners stated that they have not used this offer yet (Prognos, 2020; ProQua, 2021).

Example talentCAMPus: In Saxony-Anhalt, the Volkshochschule Halle (VHS; adult education centre) has formed an Alliance with the local public library (Stadtbibliothek Halle) and two specialized schools for children with learning difficulties (Pestalozzische Schule Halle, Förderzentrum Halle). As an institution already very well integrated into the local education infrastructure, the VHS Halle takes up the role of leading partner, responsible for the funding application. The Alliance implemented a project which adopted the talentCAMPus concept from the German Adult Education Association (Deutscher Volkshochschul-Verband e.V., DVV)⁶¹ on the topic of "IT skills and applied arts workshop." The concept targets children between the ages of 9 and 18, growing up in one or several risk situations. Participation in the project is voluntary and free of charge. Offered in an all-day format, with a minimum of eight teaching units of 45 minutes, participation includes a joint lunch as well as movement and relaxation activities. Substantively, the concept incorporates a modular system with a combination of learning, goal-oriented activities (e.g., language and reading

⁶¹ The DVV (Deutscher Volkshochschul-Verband e.V.) is one out of the 29 programme partners selected by the expert jury. It is the lead organisation of the 16 state associations of extracurricular adult education centres and represents the interests of their nationwide 905 so-called Volkshochschulen (DVV, 2021a).

support, media and IT competence, environmental education, political education or participation) and free offers of cultural education in which the participating children become creative (e.g., theatre, dance or writing workshops, work with media in the areas of film, radio or photography, etc.). In addition, there is an option for including an educational programme for the participant's parents. It focuses on strengthening parenting skills but also providing important information about the education system, the extracurricular places of learning in their place of residence or about health and nutrition (DVV, 2021a). In Halle, the project took place as an extracurricular education project during the holidays. The project specifically focused on imparting both creative and IT-skills, with a diverse programme covering physical exercises (i.e., self-defence, Tae-Bo), handicraft exercises (e.g., design and construction of a clock) as well as an IT-course (e.g., digital design of a photo book). Overall, 14 children participated in the one-week project (DVV, 2021b).

Outcomes and lessons learned: The evaluations commissioned by the BMBF (Prognos, 2018; 2020) draw on monthly data from the funding database (kumasta) as well as on information and data gathered from consultations with the programme partners, interviews with Alliance coordinators and implementors and expert talks (Prognos, 2018; Prognos, 2020). Furthermore, during the first funding phase, a total of 52 local case studies⁶² were conducted throughout Germany, focusing on local implementation, including surveying participating children. During the first phase (2013-2017), more than 17,000 projects were implemented, distributed across all states and in 96 per cent of all German municipalities (Prognos, 2018). During the ongoing second phase, 15,000 projects were implemented until December 2019, covering 92 per cent of all German municipalities (Prognos, 2020). Thus, the programme has almost covered all municipalities. Moreover, the projects were carried out disproportionately in regions with above-average risk situations. In Saxony-Anhalt, between 251 and 500 individual projects were realized during the second funding phase so far, with the total funding received amounting to EUR 4 million. Volunteers were involved in about two-thirds of the individual projects (68.3 per cent) during the second funding phase (2017-2022) (Prognos, 2020).

Over the full duration of the programme so far, more than 14,000 Alliances have been formed and over 34,000 local projects implemented. They have reached more than one million children overall as of September 2021 (BMBFh, 2021).

Especially the personal contact between the Alliance partners and the target group (i.e., youth centres, schools, daycare facilities, etc.) is essential in ensuring low-threshold access. Children have also been informed about the projects and ultimately activated via peers (Prognos, 2018). Additionally, the socio-spatial focus of the services provided (free of charge incl. catering; familiar locations) as well as the consideration of formal criteria of the services (i.e., alignment of times for the compatibility of extracurricular activities and school) are at once a central selection criterion in the application process and a prerequisite for reaching the target group (Prognos, 2018). While some Alliances aim at explicitly enabling children to retreat from their family environment, parents or relatives were involved (e.g., as volunteers) in about 30 per cent of the projects (Prognos, 2020). The evaluations show that the programme has succeeded in reaching the target group and sparking their interest in comparable activities, creating an opportunity for their long-term involvement in extracurricular cultural education. Follow-up activities and continuity strengthen long-term effects for the target group. It is desirable to have appropriate resources provided for the continuation of projects and consistent cooperation of all stakeholders (Prognos, 2018).

The Alliances, with their networks and diverse ideas, enlivened the educational infrastructure in the municipalities where educational disadvantages are particularly prevalent and provided inspiration for all stakeholders involved (Prognos, 2018). Key factors for a successful implementation are: involving children in the design of the projects, incorporating a high proportion

⁶² Besides guideline-based interviews with the Alliance stakeholders, the children who participated in a project funded through the programme were questioned in a written survey. Overall, a total of 596 children participated in the survey (Prognos, 2018).

of active elements and opportunities for movement as well as diversified contents and specific reference to the children's social space (Prognos, 2018). Regarding the cooperation of stakeholders, it has been shown that forming Alliances contributes to establishing sustainable structures: More than 60 per cent of the 1,100 surveyed Alliance partners during the first funding phase have decided to continue working with their partners, while more than 80 per cent agree that networking at the local level has been strengthened. The exchange between Alliances – especially sector-specific exchange – is seen as desirable to pass on knowledge and experience, and more than half of the Alliances would also like to cooperate outside the programme. At the same time, the transfer of knowledge is found to be hindered by a lack of organizational structures and responsibilities at the municipal level, as well as uncertain financial responsibilities (e.g., for joint events organized by an alliance). Also, the overall administrative efforts, e.g., the application for funding and participation in the programme, are perceived as particularly burdensome (Prognos, 2018). The programme has so far provided little impetus for networking explicitly with municipal structures (Bündnisakteure mit kommunalen Strukturen). Collaboration with municipal actors is considered beneficial to specifically inform the children's parents or guardians on support available (e.g., the Education and Participation Package) and to gain access to the target group. However, the programme does not explicitly define the role of municipalities and the BMBF cannot give municipal stakeholders a formal mandate to participate (Prognos, 2018). A more standardized engagement of municipal administration might ensure responsibility for education and the high quality of the services. In general, there can be a trade-off between securing high-quality services on the one hand and a lively engagement of civil stakeholders on the other hand. The concepts of programme partners prescribe the subjects that local civil stakeholders should address and responsibilities they should assume – an approach which can be considered top-down, rather than bottom-up. By transferring the responsibility for educational equity to local civil society stakeholders, the responsibility for delivering relevant competencies is decentralized, which some stakeholders consider critical, as the states should be responsible for guaranteeing equal living conditions (Sect. 72 GG) – in this case, educational equity (Sturzenhecker, 2014).

Besides pursuing previous objectives, the programme's quality, scope and sustainability is to be strengthened during the prospective third funding phase from 2023 onwards by a) expanding information services for schools and developing additional formats that can be integrated into all-day care in schools, b) providing more projects in rural areas which are affected by risk situations (Risikolagen), c) enhancing the support for sustainable networking between the Alliance partners on the local level as well as d) promoting the implementation of analogue, digital and hybrid projects (BMBF, 2021g).

6.3 Adequate housing

Relevance: In Germany, asylum seekers live in initial reception centres (Erstaufnahmeeinrichtungen) upon arrival, for registration and for the duration of the asylum procedure. Due to a change in the German Asylum Act (Sect. 47) in 2019 children, children and their families however, should stay no longer than six months in the initial reception. Nevertheless, this is a worsening of the conditions for refugees, as the length of stay was previously only three months in initial reception centres. After the initial reception refugees and migrants are allocated in communal accommodations, so called shared accommodations (Gemeinschaftsunterkünfte) or less often to individual apartments. Altogether, children and families tend to spend longer periods of time in shared accommodations. At the same time, however, the structures in the accommodations have not yet adapted to this longer length of stay (UNICEF Deutschland/Deutsches Institut für Menschenrechte, 2020). Additionally, structures do not systematically address children's needs.

Numerous studies indicate that reception centres and shared accommodations often characterized by mass accommodation and a camp atmosphere, are isolated and have insufficient infrastructural connections (Wendel, 2014; Goth/Severing, 2016). Although children in shared accommodation have the right to access services of the child and youth welfare laid down in the Social Code Book

VIII (Sect. 6, in accordance with The Hague Convention), these services are not necessarily provided in all accommodations. The *Minimum standards for the protection of refugees in refugee accommodation centres* by UNICEF Germany and the BMFSFJ as well as the *Children's rights check* by Save the Children Germany are examples that provide guidance for adequate housing.

In collaboration with the BMFSFJ, UNICEF Germany implemented a national, multi-partner initiative to improve the living conditions and protection of - amongst other target groups - women and children in shared accommodation in 2016. They developed minimum standards on individual protection; personnel and human resource management; internal structures and external cooperation; the prevention of and dealing with violent and dangerous situations / risk management; humane, protective and supportive environment; and the monitoring and evaluation of the implementation of the protection concept. The minimum standards were revised in 2020 (UNICEF, 2021a). Minimum standards are crucial as they give guidance for the accommodation of children based on their rights and their specific needs. Although the *Minimum standards for the protection of refugees in refugee accommodation centres* serve as a guideline in all federal states (UNICEF Deutschland/Deutsches Institut für Menschenrechte 2020) the implementation of standards in accommodations for refugees and migrants still remains difficult: This can result in a challenging situation for children causing harm to children on the long term (UNICEF, 2017, UNICEF Deutschland/Deutsches Institut für Menschenrechte 2020; Baff, 2020; terre des hommes, 2020). The initial reception centres or subsequently shared accommodations are often the first points of contact with the language, the culture and the society for children having fled into a new country, their first chance for feeling at home (Save the Children, 2017).

In the Free State of Saxony, asylum seekers are accommodated in reception facilities, shared accommodations or housing projects as regulated in Saxon Refugee Reception Act (Sächsisches Flüchtlingsaufnahmegesetz). In accordance with the EU Reception Directive (EU Aufnahmerichtlinie) 2013/33/EU and Saxony's Accommodation and Communication Concept for Asylum Seekers (2014, Unterbringungs- und Kommunikationskonzept für Asylbewerber), authorities of the Free State of Saxony intend to locate refugee families in decentralised housing to enable protection but also for children to access schools, daycare and social activities (Sächsisches Staatsministerium des Innern, 2014). Data from 2016 shows that almost two-thirds of the refugees assigned to Saxony are accommodated in a decentralised manner in the Saxon municipalities (SAB, 2017). Municipalities are responsible for organizing decentralized accommodation. In a survey, responsible authorities shared their view on relevant criteria that accommodations must meet. The size of the flat, the proximity to infrastructure as well as the price of the rent are considered most important. The proximity to early education centres is described especially relevant for families. Social outreach work is occasion based in all Saxonian municipalities. Two municipalities introduced weekly or monthly social work sessions, however only two municipalities introduced a written concept on social work for refugees in decentralized accommodation in 2016 (SAB, 2017).

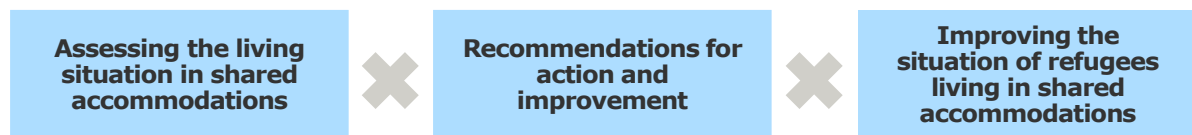
To ensure quality standards in shared accommodations, the Heim-TÜV regularly inspects the situation of all refugees accommodated in shared accommodations. The instrument is described in-depth in the following.

Table 23: Heim-TÜV: General information

Timeline	Bundesland	Responsible governmental unit(s)	Financial resources
Since 2010; permanently continued as of 2014	Free State of Saxony (East German <i>Bundesland</i>), at-risk-of-poverty rate (Armutgefährdungsquote): 17.2 per cent in 2019 (Statistisches Bundesamt, 2021i); sixth highest at state level in all of Germany	State Commissioner for Foreigners	Approx. EUR 50,000 in the sixth legislative period (Heim-TÜV 2017 and 2019) (consultation: Christoph Hindinger/ Office of the Saxon Commissioner for Foreigners)

Source: Own illustration.

Objectives: The Heim-TÜV was initiated and implemented by the Saxon Commissioner for Foreigners (Sächsische Ausländerbeauftragte). The Saxonian Commissioner for Foreigners is legally responsible for foreigners, including asylum seekers and tolerated persons who reside in the Free State of Saxony. With the goal of *Making Human Dignity Measurable*, the Heim-TÜV represents a comprehensive monitoring of Saxony's shared accommodations for asylum seekers. Operationalizing humane accommodation, Heim-TÜV is based on a set of measurable criteria, serving to develop different assessment methods. As a tool, it serves to highlight strengths, good practices and to constructively point out the need for action and progress and not to criticize deficiencies or blame individuals (SAB, 2014). In 2014, the coalition agreement between CDU and SPD in the Free State of Saxony enshrined a permanent continuation of Heim-TÜV. In 2014, Geert Mackenroth, the new State Commissioner For foreigners, expanded it beyond shared accommodations for refugees, also including a detailed assessment on decentralized housing and immigration offices (Ausländerbehörden).

Figure 36: Heim-TÜV: Objectives

Source: Own illustration.

Target group: Between January and August 2021, 85,230 asylum applications were registered in Germany (BAMF, 2021). Approximately 37 per cent are school-age children (ibid.), making it particularly relevant to consider the situation of educational opportunities in shared accommodations. From these 85,230 asylum applications, in accordance with the Königstein Key, 4,137 asylum applications were registered in the Free State of Saxony (approx. 4.9 per cent). Recent numbers indicate that half of all registered applications in Germany were from children (BAMF, 2021). In 2019, 20,048 asylum seekers received benefits according to the Asylum Seekers Benefits Act (Asylbewerberleistungsgesetz) in the Free State of Saxony of which 55.6 per cent lived in shared accommodations, 35.3 per cent in decentralized housing and 9.1 per cent in initial inception facilities (Statistisches Bundesamt, 2020a). A total of 497 children were accommodated in initial reception facilities as of December 31, 2019 (Sächsischer Landtag, 2020). According to SAB (2019) approximately 897 school-age children lived in 95 shared accommodations. In December 2019, the Free State of Saxony counted 98 shared accommodations. In the second half of 2019, there were 12,047 places available in shared accommodation, 70.3 per cent of which were occupied. In addition, there were 17,930 places in apartments, 76.1 per cent of which were occupied (Sächsischer Landtag, 2020).

The target group is represented in the assessment and will be integrated even more in the next years: During the inspections, discussions with the residents already take place. Due to the demands from many sides, the residents should be further included in the future. Within the

framework of Heim-TÜV 3, a preliminary study was conducted by two researchers who developed a concept. Up to 100 personal interviews with residents are to be conducted.

Implementation and measures: The criteria and the standards set consider specifications and possibilities of legal regulations, e.g., the EU Directive on the Reception of Asylum Seekers 2003/9/EC, the Infection Protection Act, or the Asylum Seekers Benefits Act. They are additionally based on experiences from the field of refugee social work, e.g., from welfare associations and refugee organisations (Flüchtlingsorganisationen, e. g. Flüchtlingsräte) in various German states, and on the expertise of the office of the Saxon Commissioner for Foreigners. They have been adapted during the last years to different methods of assessment, mainly to enable a quantitative assessment in addition to a qualitative assessment.

Figure 37: Heim-TÜV: Set of criteria

Families & women in shared accommodation	Security in the home	Social care	Justice for women and families	Integration of children
Educational opportunities	Opportunities for participation	Location and infrastructure	Conditions and environment	Social integration

Source: Own illustration, based on SAB Landtag Sachsen, 2011; 2013.

Assessing the shared accommodations aims to improve the living situation in general and of families and their children in particular by including social and educational services to children available and by improving their access to educational activities. As such, Heim-TÜV does also assess services and offers inside the shared accommodations. There are criteria specifically addressing the needs of families and children: Families and women in shared accommodations includes, e.g., the distance to schools and preparatory classes. The integration of children includes aspects of child protection as well as access to school and daycare. Educational opportunities consider the availability of language courses for parents. Social integration considers access to cultural and educational activities. The criteria have been adapted in the latest standardized online survey (SAB, 2019), allowing to survey all shared accommodations on a quantitative basis. The online survey largely and wherever possible builds on the above-mentioned criteria.

Table 24: Heim-TÜV: Examples of indicators of the online survey

No.	Dimensions	Examples of quantitative indicators
1	Location and infrastructure	- Distance to the next public transport station; frequency of public transport connections - Distance to preparatory classes in schools, primary schools and daycare - Distance to immigration offices, counselling services
2	Condition and equipment	- Type of housing; hygiene condition - Availability and access to common rooms for leisure activities
3	Families, women and children	- Number of families, number of school-age children - Availability and access to playgrounds, play areas, homework rooms
4	Security in and around the accommodation	- Lockable rooms, staff availability, security checks
5	Conflicts and conflict resolution	- Number and type of threats experienced - Conflicts and complaints and measures taken to resolve them
6	Care, counselling and leisure activities	- Obligatory concepts and policies; staff ratio - Measures taken to support physical and psychological illnesses - Information on leisure activities and languages available
7	Educational services (additional to those in municipal responsibilities)	- Availability for German language courses for adults - Information on special educational counselling
8	Participation opportunities	- Measures to actively engage residents of the accommodations in activities in and outside the accommodations - Employment opportunities

Source: Own illustration, based on SAB Landtag Sachsen, 2019.

The Heim-TÜV is implemented regularly since 2010. The assessment in 2010 has not been published. In 2011 and 2013 exclusively shared accommodations have been inspected and assessed. In 2016 an assessment, called evaluation, of decentralized housing and immigration offices has been conducted. In 2018 an assessment, called evaluation, of shared accommodations, including an online survey was implemented. The following publications are available, corresponding to the times of assessments:

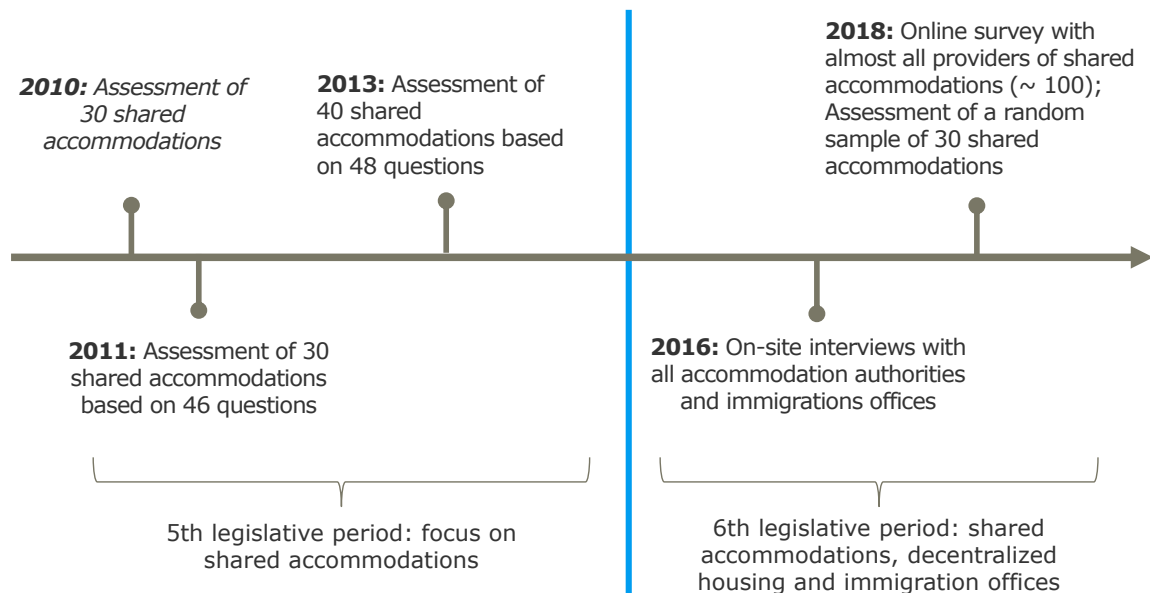
Table 25: Heim-TÜV: Publications

2011 (SAB Landtag Sachsen, 2011)	2013 (SAB Landtag Sachsen, 2013)	2016 (SAB Landtag Sachsen, 2017)	2018 (SAB Landtag Sachsen, 2019)
"Heim-TÜV" 2011 über das Leben in sächsischen Gemeinschaftsunterkünften	„Heim-TÜV“-2013 über das Leben in sächsischen Gemeinschaftsunterkünften	"Heim-TÜV" 2017 Teil I: Evaluation der dezentralen Unterbringung und der unteren Ausländerbehörden im Freistaat Sachsen	„Heim-TÜV" 2019 Teil II: Verwahrung oder Ankommen? Die Unterbringungssituation in Sachsens Gemeinschaftsunterkünften für Geflüchtete
On the life in Saxon shared accommodations	On the life in Saxon shared accommodations	Evaluating decentralized housing and immigration offices in Saxony	Custody or Arriving? Living situation for refugees in shared accommodations in Saxony

Source: Own illustration.

In 2011 and 2013 the set of criteria has served to execute on-site visits gathering mainly qualitative insights into individual shared accommodations which were assessed by a traffic light system. In 2011 all the existing shared accommodations (in total: 30) were visited and assessed, in 2013 new ones and those again which were marked negatively in 2011 (in total: 40). In 2016 and 2018 two different assessments were conducted: One assessment of decentralised housing and immigration offices; one assessment on shared accommodations (in total: 100). Both evaluations have been commissioned to research teams from the Technical University of Dresden.

Figure 38: Heim-TÜV-assessments: Overview

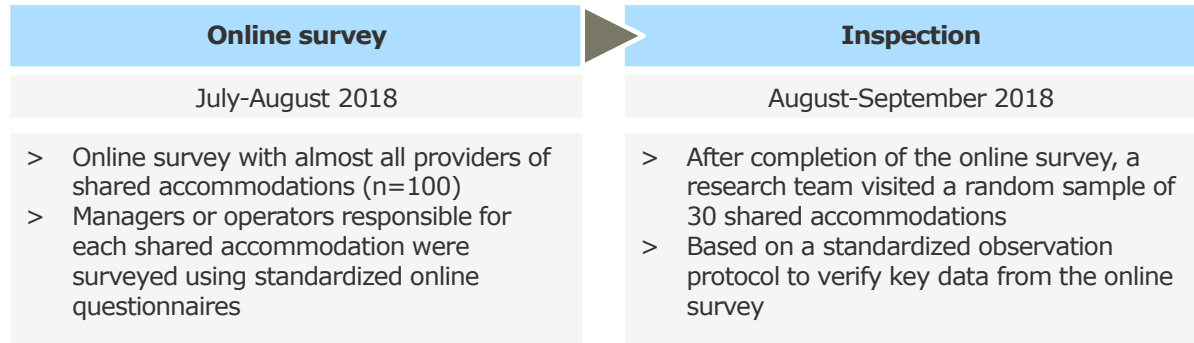


Source: Own illustration, based on SAB Landtag Sachsen, 2011; 2013; 2017; 2019.

In May 2016 a team of investigators examined accommodation authorities and the work of Saxony's immigration offices by developing a survey questionnaire. The survey and the evaluation took place with the active participation of researchers from the Technical University of Dresden. In the period from May to November 2016, a team of investigators visited all the immigration and accommodation offices of all administrative districts and cities in the Free State of Saxony. The investigation team included inter alia the scientific head of the project, two trained interviewers, the Saxon Commissioner for Foreigners (and/or a representative of the office). The report depicted, inter alia, best practice examples (SAB, 2017).

The assessment of the shared accommodations was conducted in 2018, the results published in 2019 (SAB, 2019). Its focus was directed toward overarching insights and general patterns of accommodations. It was implemented in two consecutive steps, using two different survey methods making it possible to examine the shared accommodation of refugees in a time and organizationally appropriate framework.⁶³

Figure 39: Heim-TÜV: Assessment of shared accommodations in 2018



Source: Own illustration, based on SAB Landtag Sachsen, 2019.

The combined concept guaranteed a high level of credibility of the information on the hand and on the other hand made it possible to derive general recommendations for those with political responsibility that are valid beyond the individual case (SAB, 2019).

Outcomes and lessons learned: According to programme representatives consulted in Saxony, the implementation of the Heim-TÜV showed outcomes in five areas:

- > The criteria of the Heim-TÜV were reflected in the new accommodations and were embedded in the communication concept of the Free State of Saxony.
- > The capacity of social workers in the accommodation centres was strengthened and led to a significant improvement of the immediate living situation in the accommodations – also for children.
- > The Heim-TÜV generated increased public awareness about the standards of accommodation in Saxony.
- > The approaches of decentralized accommodation in the municipalities were expanded with positive effects especially for families.
- > An additional investment allowance was provided by the Free State of Saxony to improve the funding of the accommodations for asylum seekers.

Furthermore, the results of the assessment in 2018 give insights into the situation of children living in shared accommodations (SAB, 2019).

- > It shows, according to the managers or operators surveyed, that 62 out of 98 accommodations house families (63 per cent), and 51 out of 85 house school-age children (at least 60 per cent), which are approximately 897 school-age children (SAB, 2019). According to the information given by the managers and operators from 72 accommodations, approximately 825 school-age children were informed about the special educational counselling (92 per cent). The research team visiting on-site found information about the special educational counselling on bulletin boards in eight accommodations out of 30 (27 per cent).
- > On average 65 per cent of the school-age children in a shared accommodation made use of the special educational counselling (897 children living in 51 accommodations). Just approximately

⁶³ A third step by surveying refugees in shared accommodations was planned but could not be realised due to different reasons, e.g., the challenging coordination with stakeholders for the approval of the survey in the given time frame.

- 24 of the 55 shared accommodations (43 per cent) for which data is available, indicated that all children of compulsory school age took advantage of the special educational counselling.
- > The results of the survey indicate that play corners, homework areas and specific leisure activities for children were seldomly available: 18 out of 82 shared accommodations (22 per cent) indicated having a room permanently available to do homework; 40 (out of 82) shared accommodations have a room temporarily available (49 per cent); 24 (out of 82) stated not to have a dedicated room for homework (29 per cent). The results of the research team visit show, however, that only in 6 out of 23 shared accommodations homework rooms were indeed available (26 per cent), which means that in 17 out of 23 no room was available (74 per cent). Regarding playgrounds, the online survey indicated that at least in 70 out of 82 of the accommodations have at least one playground within easy walking distance (85 per cent). At least one single play corner for children was reported by 58 out of 83 (71 per cent) shared accommodations. The research team visit found a play corner for children in 10 out of the 24 shared accommodations they assessed in this regard (42 per cent). Leisure activities for children were reported by 25 of 80 shared accommodations (31 per cent). There are considerably more of such offers where more school-age children and families are accommodated: Thus, according to the survey, there were special leisure activities for children in 35 (out of 44) shared accommodations (82 per cent) in which the proportion of families was more than one-third of the occupants.

Some discrepancy between the online survey and the observations on site give reason to further examine more closely whether the specific needs of refugee children are being adequately considered. The corresponding evaluation report gives the following recommendations (SAB, 2019):

- > In shared accommodations housing mostly families, there is an increased need for good structural and hygienic conditions and a particularly favourable staffing ratio for support, counselling and social work. Potential for improvement lies, e.g., in the availability of attractive leisure and employment opportunities for children (such as play corners, homework areas and leisure activities suitable for children) and in rooms and services conducive to the personal safety and privacy of Muslim women particularly.
- > Offers on special educational counselling are less taking advantage of in accommodations with a high percentage of unaccompanied young male refugees located outside larger cities than in shared accommodations housing mostly families located in cities. Therefore, more effective incentive structures should be created for the use of special educational counselling for male adolescents.
- > Evidence suggests to accommodating families primarily in large cities as this ensures a better access to relevant services and infrastructure. Cities with good schools and regular public transport connections in the districts should therefore be given greater consideration as places to accommodate refugee families. Nonetheless, it should be borne in mind that the challenging demographic developments in Germany are particularly pronounced in rural areas. Families with good prospects of staying could help to mitigate this if they are located in rural areas having adequate infrastructure and good public transport connections.

The latest publication gives an overview of the situation of refugees reaching almost all shared accommodations in the Free State of Saxony, which was possible through an online survey (SAB, 2019). As the Heim-TÜV has been adapted since its first implementation, the latest Heim-TÜV particularly gives a deep insight into the status quo of Saxony's shared accommodations and where need for action may be necessary. It addresses especially the need for cooperation of different stakeholders in monitoring and improving the situation of refugees. Thus, it builds upon previous results and recommendations such as a better cooperation between the district administration and the Saxon Education Agency to guarantee access to special educational counselling, cooperating with the municipalities more dialog-oriented and including the perspective of the residents of the shared accommodations more strongly and systematically and separating spatially housing units

in shared accommodations for families and women to enable privacy and to ensure child protection (SAB, 2013). Additionally, best practices depicted (SAB, 2013, SAB 2017) serve as recommendations to be adopted by administrative units, such as:

- > *Promoting language skills:* offering language courses twice a week for two hours in the accommodation as well as for refugees living in decentralized housing free of charge, e.g., in an adult education centre (Volkshochschule) or organising teacher meetings (DaZ), supporting them to talk about problems they face, coordinate on difficult cases or exchange teaching materials
- > *Engaging people and professionals:* actively working with the residents of shared accommodations, enabling them to help each other, as e.g., a social work student who volunteered once a week to help with homework in a shared accommodation, also supporting those with little language skills by translating documents and conversations or ensuring access to health and prevention by cooperating with local health specialist as, e.g., psychotherapists in private practices who specialized in trauma treatment, therapists at the university clinic in Dresden and at Caktus e. V. in Leipzig, specialized in psychosocial support for psychologically stressed refugees
- > *Prioritizing those most at need by,* e.g., using an individualized traffic light system to prioritize those to be accommodated in the district based on specific characteristics.
- > *Informing and advising:* motivating to attend daycare as important to prepare for school, actively inviting language course providers and social workers, who can also inform other age groups on language courses, necessary skills, abilities and eligibility for a course, improving matching supply and demand.

6.4 Free healthcare

Relevance: Good health is a central condition for the development of personality and skills as well as an essential prerequisite for learning and working. This is particularly relevant for children, as important behavioural patterns, that are decisive for health in adulthood, are developed during childhood (BzGA, 2021).

Although the results of the representative, nationwide KiGGS study (Study on the Health of Children in Germany; Studie zur Gesundheit von Kindern und Jugendlichen in Deutschland) by the Robert Koch Institute (RKI) indicate that children in Germany are predominantly healthy (94 per cent of the surveyed parents in 2018 consider the general health of their children as good or very good), the findings also show that the health of children is largely determined by the socio-economic status of their families (BMG, 2021; Poethko-Müller et al., 2018). Accordingly, socio-economically disadvantaged children between the ages of 3 and 17 have an unhealthier diet, exercise less and suffer more often from obesity than children of the same age from socio-economically privileged families (Kuntz et al., 2018). Likewise, these children also have a 3.5-fold increased risk of mediocre to very poor general health compared to children who are not considered socio-economically disadvantaged (Lampert et al., 2014). Hence, children growing up in low-income households (e.g., children of single parents, with a migrant background, etc.) are particularly prone to higher health risks, which in turn negatively affect their physical, psychological and social development (BzGA, 2021). Social differences are also evident in regards to the use of medical services: Children from socio-economically disadvantaged families visit general practitioners more often than specialists but use psychotherapeutic services more often than children from socio-economically privileged families, leading to the conclusion that access barriers to certain services are prevalent in the health system. In addition, those children more often have in-patient stays in hospitals, which are also on average longer compared to children of the same age from socio-economically privileged backgrounds, reflecting differences in the frequency and severity of illnesses and health conditions (and associated care needs) (Lampert et al. 2018). Promoting the health of children can therefore be considered a priority task. However, since health is established and imparted in everyday life, the promotion of health with a focus on children must not only address age and gender specific issues but also be related to the children's socio-spatial

environment (BzGA, 2021). Therefore, especially schools, as integral parts of children's lives, bear the responsibility of strengthening and promoting their students health by creating an environment that promotes performance, motivation and health.

The Education and Health NRW (Bildung und Gesundheit in NRW, BuG) programme is designed to promote the development of healthy framework conditions in schools in North Rhine-Westphalia to sustainably and systematically anchor both preventive and health promoting assets in school development processes (BuG NRW, 2021a).

Table 26: Education and Health NRW: General information

Timeline	Bundesland	Responsible governmental units	Financial resources
2009 -2016 first phase, 2017 - 2022 second phase	North-Rhine Westphalia (West German <i>Bundesland</i>); at-risk-of-poverty rate (Armutgefährdungsquote): 18.5 per cent in 2019 (Statistisches Bundesamt, 2021i); fifth highest at state level in all of Germany	Ministry for Schools and Education NRW; Ministry for Labour, Health and Social Affairs NRW; State Centre for Health NRW	Financial support of individual measures financed by sponsors (Programmträger; several statutory health insurance providers)

Source: Own illustration.

Objectives: The state programme Education and Health NRW (North-Rhine Westphalia) aims at strengthening the integrated development of health promotion and quality in schools. Thus, prevention and health promotion are considered to be integral components of school development. Subsequently, until 2022, the state programme seeks to sustainably promote integrated health promotion and quality development by strengthening health competencies of all the school stakeholders, going beyond the promotion of health in schools and integrating health as an educational objective (BuG NRW, 2017). This results in the following objectives:

Figure 40: Education and Health NRW: Objectives



Source: Own illustration, based on BuG NRW, 2017.

As a programme, Education and Health aims at improving health promotion and prevention by enabling exchange and networking on the subject, its implementation and quality control. As such, it follows a networking approach within the schools and between schools at the regional and state level:

Table 27: Education and Health NRW: Networking objectives

Level	Objectives
Within the school	<ul style="list-style-type: none"> - Operation based on a long-term development plan which reflects the principles of <i>Good Healthy Schools</i> and considers core elements of quality management (e.g., resource-oriented staff development, implementation of an internal feedback and self-evaluation system, etc.) - Establishment of suitable management, control and participation structure - Active cooperation with partners, e.g., Accident Insurance NRW, Hanseatic Health Insurance, etc.) as well as other participating schools

	- Regular exchange on BuG activities within the school community
Between schools at district (regional) level	- Provision of professional support and strengthening of exchange between schools via regional networks - Acquisition of interested schools for participation in the programme - Initiation of inter-school activities for health promotion and prevention
Between schools at state level	- Promotion of the exchange between participating schools across all districts - Documentation and open communication of best practices - Ensuring systematic qualification of the BuG coordinators

Source: Own illustration, based on BuG NRW 2017; 2021a.

Target groups: The programme addresses all public primary and secondary schools in NRW and subsequently all stakeholders involved in curricular education, such as students and teachers. In the school year 2020/2021, North Rhine-Westphalia counted 4,876 public schools (Ministerium für Schule und Bildung NRW, 2021). 56 per cent of these were primary schools (Grundschulen). In the same year, 1,753,201 children participated in primary and secondary education, taught by 160,097 teachers (MSB NRW, 2021). According to the latest figures published by the programme, out of a total of 4,876 public schools, approximately 6.8 per cent (332) are currently participating in the programme. Hence, of the total of 2,241,391 students, only 11.6 per cent (260,037) are currently reached, while only 10.2 per cent (19,192) of the 188,230 teachers are. According to the type of school, the programme is most frequently implemented in primary schools (106), comprehensive schools (65, Gesamtschulen) and vocational colleges (62, Berufskollegs). Differentiated by regions, the highest number of participating schools can be found in the regional administrative districts (Regierungsbezirke) Düsseldorf (86) and Cologne (70) (BuG NRW, 2021b; Ministerium für Schule und Bildung NRW, 2021).

Implementation and measures: The responsibilities for schools and school development are organized according to the state school law (Schulgesetz) at three different levels in the state of North-Rhine Westphalia. School administrative authorities are responsible for, e.g., the quality development and assurance, procedures for systematic counselling on school development and evaluation as well as personnel development. The Ministry of School and Education (Ministerium für Schule und Bildung NRW) represents the highest school supervisory authority (oberste Schulaufsichtsbehörde); the 5 district governments (Bezirksregierungen), representing different regional administrative districts, constitute the supreme school supervisory authorities (obere Schulaufsichtsbehörden); and finally, the 53 education authorities (Schulämter) are the local school supervisory authorities (untere Schulaufsichtsbehörden) (Deutsche Kinder- und Jugendstiftung, 2021). Administrative and technical supervision of secondary and vocational as well as certain specialized schools lies with the district governments. Local educational authorities have the administrative and technical supervision for primary schools and *Hauptschulen* (secondary schools) and certain specialized schools. They are sustained by the district-free cities and districts.

At the state level, the Ministry of School and Education (Ministerium für Schule und Bildung NRW), Ministry of Labour, Health and Social Affairs (Ministerium für Arbeit, Gesundheit und Soziales NRW), as well as the State Centre for Health (Landeszentrum Gesundheit NRW) are responsible for the programme implementation. In implementing it they closely cooperate with health insurance providers such as, e.g., BARMER, AOK and Techniker Krankenkasse and the North Rhine-Westphalian accident insurance provider (Unfallkasse NRW). They all have different responsibilities in supporting health promotion and quality development in the participating schools. The state authorities ensure general services such as consulting, advising and qualifying. The accident and health insurance providers as programme sponsors make specific measures available for participating schools. Additionally, the programme structure aims at strengthening networking within the schools and between schools at the district (regional) and state level.

Table 28: Education and Health NRW: Services

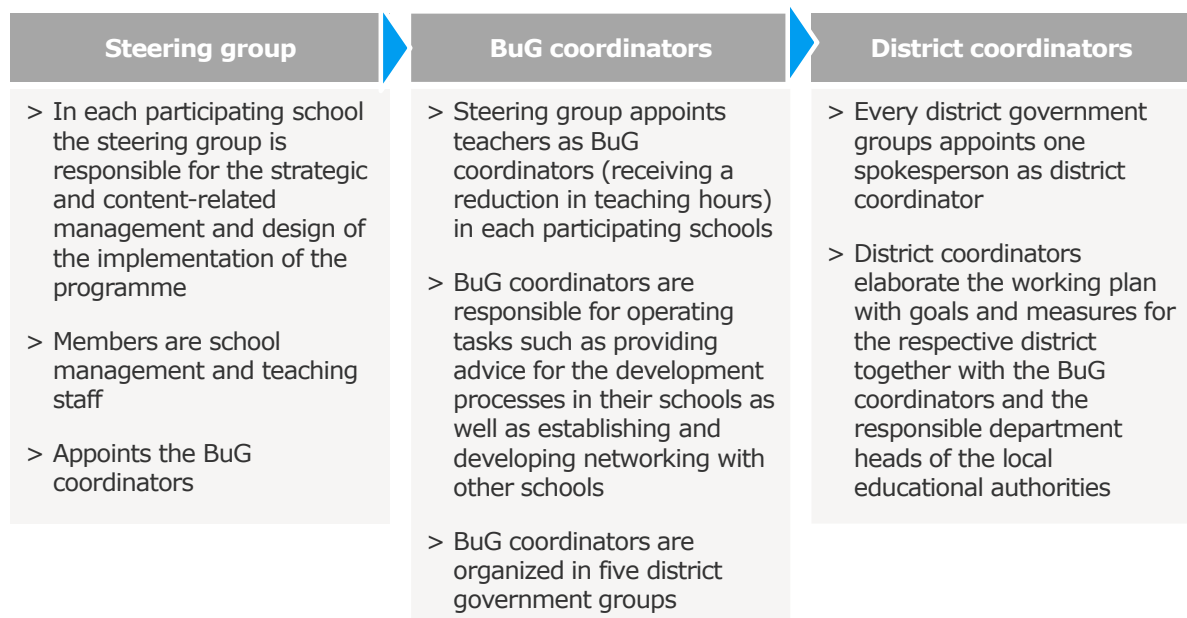
General services	Networking	Promotion of measures in schools
------------------	------------	----------------------------------

<ul style="list-style-type: none"> > Consultancy, information and training by BuG coordinators and other experts > Provision of training and information materials > Provision of evaluation instruments, e.g., BuG screening as well as preparation and assessment of the evaluation results > Public relations 	<ul style="list-style-type: none"> > Participating schools receive support from BuG coordinators to establish regional networks and cooperations with other BuG schools 	<ul style="list-style-type: none"> > School quality management, e.g., topics are health-promoting quality management, workplace health promotion, team development and the promotion of participation > Measures for the development of salutogenic teaching, e.g., with topics of classroom management, cooperative learning, individual support and supervision
--	---	---

Source: Own illustration, based on BuG NRW, 2017.

A state coordinator situated at the NRW State Centre for Health is responsible for coordinating the work between the districts and supra-regional networking (BuG NRW, 2017). At the school and district level, the following networking structures are required for participating schools:

Figure 41: Education and Health NRW: Networking structures



Source: Own illustration, based on BuG, 2017.

The programme is implemented within the framework of the cooperation approach laid out in the framework agreement (Landesrahmenvereinbarung) for the implementation of the national prevention strategy in accordance with Art. 20f SCB V of 26 August 2016. With their agreement, the state of North-Rhine Westphalia and the state associations of health insurance providers as well as the providers of statutory pension insurance and statutory accident insurance jointly agreed on pursuing the goal of establishing prevention and health promotion activities at an early stage and in a structurally sustainable manner, while meeting the respective current quality requirements. Together, the signatories are committed to contributing to improving health and the and thus improving the quality of life of the people in North Rhine-Westphalia (LZG NRW, 2021).

The specific design of the implementation of Education and Health NRW during the current programme phase is based on a guiding concept (Konzept des Landesprogramms Bildung und Gesundheit NRW, 01 August 2017) that builds on previous findings from the first programme phase (2009–2016) as well as scientific evidence from the fields of health promotion and prevention and educational science, while an integrated health and quality development approach provides the theoretical foundation of the programme. The complimentary leitmotif of *Good Healthy Schools* assumes that there is an intensive mutual relationship between health promotion and prevention on the one hand and school quality development on the other. Prevention and health promotion

accordingly contribute to promoting, securing and restoring safety and health in schools, while also having equally positive effects on the implementation of the educational mission of schools (BuG NRW, 2017).

Table 29: Education and Health NRW: Principles for implementing an integrated health promotion and quality development

Implementation principle	Definition
More dimensional and subjective understanding of health	<ul style="list-style-type: none"> > Health as including and combining physical, psychological, social and ecological wellbeing > Focusing on subjective perception and sense of responsibility > Rendering participatory strategies necessary for a sustainable implementation
Health as an active interaction with inner and outer requirements	<ul style="list-style-type: none"> > Demanding an interaction of the participating people with their psychosocial, sociocultural, economic, physical-technical and ecological environment > Considering behavioural and relationship-oriented principles as well as gender-specific principles in education
Cooperation	<ul style="list-style-type: none"> > Demanding cooperation between all the stakeholders participating in everyday school life > Demanding networking with other institutions and external partners > Aiming at sustainable achieving synergies
Orientation on the quality dimensions of a good healthy education institution	<ul style="list-style-type: none"> > Measures developed must be based on salutogenic and preventive approaches > Aimed at strengthening individual competencies of children, educators, professionals, school management and parents as well as establishing proactive mechanism in the organizations and their environments > Preventing risks and hazards in general and those of illness and accidents in particular
Leadership and management	<ul style="list-style-type: none"> > Demands to be handled by school management as it influences educational and health promoting quality of teachings and measures > Incentivising all personnel to act adequately and promote health > Health promotion and prevention has to be part of the school developing plans as well as the curriculums and extra-curricular activities
Participation	<ul style="list-style-type: none"> > Demands active engagement and participation of everyone in influencing change > Aimed at sustainably strengthening change through empowering
Organizing diversity and differences	<ul style="list-style-type: none"> > Diversity and differences have to be appreciated and respected on all levels and in all processes related to decision making and implementation > Following a capacity- and resource-oriented approach, objectives must be aligned to decrease unequal educational opportunities, especially focusing on inclusion > Different preconditions and competences on an individual level must be respected
Salutogenesis	<ul style="list-style-type: none"> > The salutogenetic principles – referring to the origins of health as in focusing on factors that support human health and well-being, rather than on factors that cause disease (pathogenesis) – on comprehensibility, meaningfulness and manageability must be considered on all levels (Bengel et al., 2001) also demanding transparency, motivation as well as a careful and efficient use of resources

Source: Own illustration, based on BuG NRW, 2017.

Participation in the programme is voluntary for schools in North-Rhine Westphalia but limited to the duration of the programme phase (until 31 July 2022). Prerequisite for participation is a formal decision taken by the school conference (Schulkonferenz) and the signing of an official cooperation agreement with the state programme. By participating, the schools commit themselves to align their work with the approach of integrated health promotion and quality development according to the guiding idea of a *good healthy school* and to establish internal structures to support this development. This includes establishing an internal steering group, consisting of one member of the (extended) school management (Schulleitung) as well as members of the teaching staff. The internal steering group is responsible for the strategic and content-related management and design of the implementation of the programme (e.g., defines key topics) and checks the schools' compliance with the tasks and obligations set out in the cooperation agreement (BuG NRW, 2017).

With their participation, the schools receive support and funding, which is supposed to foster their development towards good healthy schools. Thus, they gain access to information as well as various materials for the implementation of health-related projects or seminars (e.g., "Always on?", "Stay relaxed – stress management for children") provided by the programme sponsors. A database for

the selection of offers is available on the website of the state programme.⁶⁴ The costs for these measures there are covered by the programme providers so that the schools can implement them at no charge. For the implementation of measures as well as for the establishment of network structures together with other schools, the participating schools also have access to advice and support through the specially trained BuG coordinators. Further, participating schools can also access evaluation tools (e.g., BuG screening) and support in processing and evaluating the results to build up their own internal quality management (BuG NRW, 2017).

The BuG screening is a questionnaire-based self-evaluation tool that enables participating schools to regularly (annually, but mandatory at least every two years) obtain relevant data for managing and enhancing their school development. The questionnaire comprises a total of 80 questions and is available in two different versions for primary or secondary schools and for vocational schools. There is also a questionnaire specifically designed for parents. In this way, the school staff's assessments can be compared with those of the parents, facilitating the identification of needs for action (BuG NRW, 2021c). Content-wise, the BuG screening is based on a set of ten predefined IQES ("Instruments for quality development and self-evaluation in schools") quality criteria which incorporate the concept of good healthy schools, combining teaching development (Unterrichtsentwicklung) and health promotion, evaluation and feedback into an effective teaching-centred quality management. These criteria cover the following dimensions: living space, teaching, learning, school climate, school leadership, staff development, quality management and impact (BuG NRW, 2021d).

Besides the outlined free services and support offers, participating schools, either individually or in cooperation with other schools, can also apply for funding through the programme sponsors for the implementation of specific school development measures (no examples available). Eligible for funding are measures for the establishment of health-promoting structures, cooperations or networks as well as external advisory and training services. Financial support, however, requires that the necessity of the measure concerned is reflected in the results of previous evaluations, that it is aligned with the IQES quality dimensions and that it will have a sustainable impact on the school development process. After the implementation of funded measures, participating schools are requested to complete a standardized online questionnaire (Maßnahmenevaluation) within a maximum period of three months, otherwise the funding will be withdrawn (BuG NRW, 2021h).

Outcomes and lessons learned: Content and structure of the programme are based on various quality standards tested. Additionally, it incorporates insights on the importance of different stakeholders cooperating to facilitate holistic and sustainable change at the organizational and individual level. Learnings, recommendations and best practices can be found in various publications, such as the handbook on quality development (IQES, 2021) and the guidelines for health-promoting leadership in schools (Unfallkasse Nordrhein-Westfalen, 2010).

Results of the school's self-evaluations between 2009 and 2016 highlight an overall positive development regarding the implementation of central elements of health promotion and prevention in everyday school life, such as nutrition, exercise, school climate, stress reduction and safety issues. The BuG screening for internal school development and data-based initiation of health-promoting measures has been proven to increase the understanding and awareness of important quality processes in schools.

Besides the results of the BuG screening, the first funding phase (2009-2016) has been evaluated as a process evaluation, as determined in the programme concept. The evaluation provided information on measures to ensure the quality of the programme and impulses for programme management as well as an assessment of the achievement of the outlined objectives and, based on this, delivered suggestions for further developing the programme (BuG NRW, 2017). The results

⁶⁴ The database is accessible via <https://www.bug-nrw.de/unterstuetzungsangebote>

confirm the relevance of the approach. Self-assessments of participating schools confirm a growing focus and problem awareness. Especially the continuous use of the BuG screening results and initiating health-promoting measures contribute to a more in-depth understanding and awareness of important quality processes. At the same time, there was still room for improvement in establishing internal evaluating, feedback and quality processes. A lot of them were still lacking long-term development plans incorporating core elements of the quality management, such as resource-oriented staff development, the use of school-internal feedback and self-evaluation systems as well as the target-oriented control of quality processes. Even though the BuG screening indicated positive developments in the dimensions of teaching (Unterricht) and education and learning processes (Bildung und Lernprozesse), the evaluation showed that only a small percentage of participating schools had systematically and consistently aligned their teaching development (Unterrichtsentwicklung) with the concept of the programme. The evaluation results also showed that despite the establishment and participation in regional networks, inter-school activities for health promotion and prevention had hardly been initiated so far. Thus, the findings highlight the prevailing need for intensifying quality development processes (BuG NRW, 2017).

6.5 Healthy nutrition

Relevance: A healthy, balanced diet is of particular importance for physical and mental development and well-being – especially during childhood (DGE, 2021). Therefore, the UN-Convention on the Rights of the Child (Art. 27) grants every child the right to an adequate standard of living in accordance with his or her physical, mental, emotional, moral and social development (UN General Assembly, 1989). However, obesity among children is a serious problem in Germany, as most children do not consume enough fruits, vegetables and plant-based foods, but instead too much meat, sweets and calorie-dense drinks (RKI, 2021). According to a study on the health status of children in Germany (KIGGS wave 2, 2017/2018), 15.4 per cent of children between the age of 3 to 17, are considered overweight, 5.9 per cent obese. For those affected, the consequences are often severe mental and physical problems (e.g., type 2 diabetes, cardiovascular diseases, etc.), which in turn can have serious long-term implications for their private and work-life (RKI, 2020). Especially concerning obesity: Overweight children tend to be overweight in adulthood as well (Nadeau et al., 2011; Nader et al., 2006; Whitaker et al., 1997).

The provision of a healthy, balanced diet is often problematic for families in financially difficult situations. In Germany, approx. 12 per cent of children up to the age of 16 are currently at risk of poverty (UNICEF, 2021b). According to the Kinderhilfswerk, the average social benefit covers only EUR 3.49 per child per day – although around EUR 6 per day would be required for providing a healthy breakfast, lunch and dinner. Additionally, an estimated 500,000 children in Germany regularly suffer from hunger (Deutsches Kinderhilfswerk, 2021). Besides increasing the financial resources available to low-income families, it is important to raise awareness about malnutrition and to engage with children’s parents from an early stage (SWR, 2021). Scientific evidence further underlines the need to intervene in the group of ECEC-aged children, as the earlier effective behavioural and relationship-oriented prevention starts, the more sustainably it can influence the child’s lifestyle (Stiftung Kindergesundheit, 2021a).

TigerKids intervenes at precisely this point and tries to influence the physical activity and nutrition behaviour of ECEC-aged children while involving their parents.

Table 30: TigerKids – Active Daycare: General information

Timeline	Bundesland	Responsible governmental unit(s)	Financial resources
2004 – 2006 (pilot phase); 2006 - 2018 (first implementation phase); since 2019 (second implementation phase, after revision of	Implemented in all states; serving as an example: Bavaria (Western German <i>Bundesland</i>); at-risk-of-poverty rate (Armutsgefährdungsquote): 11.9 % in 2019	Stiftung Kinder Gesundheit (initiator); Certified partner project as an IN FORM initiative of BMEL and BMG (BMEL/BMG, 2014)	Based on donations and funding of cooperating partners (e.g., SBK) (ZPG, 2020); project development and pilot phase were funded by the Bavarian State Ministry

content and graphic design) (BLE, 2021a)	(Statistisches Bundesamt, 2019b); lowest at state level in all of Germany		for Environment and Development (Roggenkamp et al., 2020)
--	---	--	---

Source: Own illustration.

Objectives: TigerKids aims at the long-term promotion of health-conscious behaviour in the areas of nutrition, exercise and relaxation in daycare facilities. A particular focus is placed on the sustainable prevention of obesity among children. Therefore, the intervention aims to create a healthy environment in daycare facilities to encourage children to adopt an active lifestyle with active leisure time activities and to develop positive body awareness. Inducing a change in behaviour only succeeds if there is an additional permanent change in the child's immediate social environment. Thus, the programme also explicitly reaches out to parents, providing information and assistance on healthy nutrition (Stiftung Kindergesundheit, 2021b). Moreover, the active involvement of parents is easier to achieve with children at a young age, as parental attention and willingness to deal with health issues are particularly pronounced, thus rendering sustainability more likely (Koletzko, 2013).

Figure 42: TigerKids: Objectives



Source: Own illustration, based on Stiftung Kindergesundheit, 2021b; 2021c.

The children are to be encouraged to eat more fresh fruits and vegetables, consume less sweetened drinks and bring healthy snacks from home. In addition, their physical activity is to be increased by exercising at least one hour a day and by promoting more active leisure activities (e.g., gymnastics, swimming, etc.) while reducing sedentary activities. Besides, the children are to be taught relaxation techniques so that they can actively experience the alternation of movement and relaxation and thus improve their ability to unwind (Stiftung Kindergesundheit, 2021c).

Target groups: The programme focuses on children in daycare facilities between the age of 3 to 6. According to scientific findings, the pre-school age is considered particularly important for behavioural prevention, as habits, which are maintained in the long term, are learned and consolidated in this phase of life. In addition, the programme's implementation in daycare facilities provides access to children from disadvantaged backgrounds as well as to children with a migration background and their parents. It focuses on reaching children in their direct living environment, also addressing their parents, and thus considers their social reality in which children grow up, with the goal of achieving a sustainable, long-term impact on the children's eating behaviour and healthy upbringing (Stiftung Kindergesundheit, 2021a).

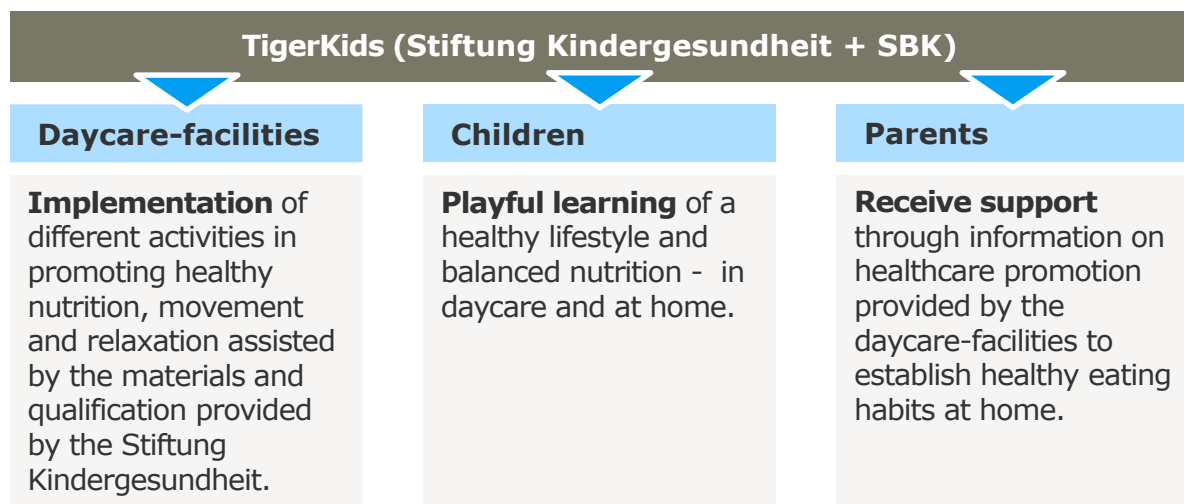
In Germany, the attendance rate (Betreuungsquote) among children aged 3 to 6 in 2019 amounted to 92.5 per cent, which is equivalent to 2,165,535 children (Statistisches Bundesamt, 2020i). By contrast, for children with a migrant background, the attendance rate in 2019 was significantly lower at just 81 per cent (Statistisches Bundesamt, 2020f). In Bavaria, 92.3 per cent or a total of 343,336 children between the ages of 3 to 6 attended daycare in 2019 (Statistisches Bundesamt, 2020i). Among children with a migrant background, the attendance rate in the same year was at 85 per cent, slightly higher than the national average (Statistisches Bundesamt, 2020f). Overall, there are 9,645 daycare facilities in Bavaria (Bayerisches Landesamt für Statistik, 2020).

Implementation and measures: The programme was initially developed in 2003 at the Dr. von Hauner's Children's Hospital of the Ludwig-Maximilians-University (LMU) in Munich and funded by the Bavarian State Ministry for Environment and Development (Bayerisches Staatsministerium für Umwelt und Entwicklung) (Roggenkamp et al., 2020). Since 2006, TigerKids has been implemented

locally in participating daycare facilities throughout Germany under the administration of the Stiftung Kindergesundheit (Foundation Children's Health) in cooperation with a health insurance provider (i.e., Siemens Betriebskrankenkasse, SBK) (Stiftung Kindergesundheit, 2021d). The concept, which was developed by a group of experts on nutrition and paediatrics, consists of modular units adaptable to the respective implementing daycare facility, equally involving children, pedagogical staff and parents. Educators are granted access to detailed materials for child-friendly implementation, while parents receive practical information via a newsletter and colourful "tip cards" for implementation at home. Generally, all programme contents are designed for a duration of three years (Stiftung Kindergesundheit, 2021b; Koletzko, 2013).

Daycare facilities interested in TigerKids can access information and order free materials (e.g., guidelines for pedagogical staff, tiger hand puppets and so-called "tip cards"⁶⁵ for parents) via the programme's website.⁶⁶ Furthermore, the Stiftung Kindergesundheit organizes voluntary webinars regularly to inform about the programme and its individual modules on nutrition, exercise and relaxation (Stiftung Kindergesundheit, 2021b). To assist with implementation, participating daycare facilities can also access information and professional support via an accompanying online platform⁶⁷ (BLE, 2021a). Participating daycare facilities also can be certified as a "Healthy TigerKids Kindergarten", which highlights their efforts in anchoring health topics and educating on a balanced nutrition (Stiftung Kindergesundheit, 2021e).

Figure 43: TigerKids: Implementation



Source: Own illustration, based on Stiftung Kindergesundheit, 2021b.

As such, TigerKids aims at sustainably anchoring efforts in health promotion in daycare and thus contributes to achieving improvements at an organizational level.

Outcomes and lessons learned: Before the nationwide roll-out of the programme, a two-year pilot phase was implemented in 64 daycare facilities, divided into 42 participating and 22 control daycare facilities, in 4 Bavarian municipalities (Günzburg, Schwandorf, Bamberg and Ingolstadt) between October 2004 and July 2006. To gain knowledge of the practical implementation and effects, a longitudinal evaluation study was conducted by Dr. von Hauner's Children's Hospital of the LMU Munich in cooperation with the Bavarian State Agency for Health and Food Safety (Bayerisches Landesamt für Gesundheit und Lebensmittelsicherheit), the Institute for Social Paediatrics and Adolescent Medicine (Institut für Soziale Pädiatrie und Jugendmedizin) of the LMU Munich, the State Institute for Early Education (Staatsinstitut für Frühpädagogik) and the Research Centre for School Sport and Sport for Children and Adolescents Karlsruhe (Forschungszentrum für

⁶⁵ Parents receive so-called tip cards with simplified, practical information on the topics of nutrition, exercise and relaxation, as well as ideas for implementing them at home (e.g., recipes, handicraft inspiration, etc.).

⁶⁶ <https://www.tigerkids.de/>

⁶⁷ <https://tigerkidsonline.de/>

den Schulsport und den Sport von Kindern und Jugendlichen Karlsruhe). The evaluation included a questionnaire-based survey of the pedagogical staff working in the participating daycare facilities as well as a physical examination of approximately 1,300 participating children after an average of 6 and again after 18 months of project duration (Koletzko, 2013). The results⁶⁸ indicate that TigerKids children eat fruits and vegetables significantly more often and drink fewer calorie-rich drinks than the children in the control group. Almost 98 per cent of the participating educators reported that the children would bring healthier snacks; 89 per cent also think that the children consumed less sweets after having participated in TigerKids (Stiftung Kindergesundheit, 2021f). Thus, the lifestyle changes practised in the daycare facilities also influenced the families (Strauss et al., 2011).

More than 5,500 daycare facilities with more than 20,000 trained professionals were involved in the first implementation phase of the programme (2006-2014). With around 300,000 families reached, TigerKids is Germany's largest prevention project in the field of daycare and is committed to promoting children's health (Debertin, 2016). Since the programme was revised in its content and graphic design, more than 2,000 daycare facilities have participated in TigerKids since 2019. So far, approximately 120,000 families across Germany were reached during the second implementation phase (Stiftung Kindergesundheit, 2021e). As of 2021, an annual product and process evaluation will be conducted to examine and ensure the quality of the programme. Additionally, a second medical study of the intervention is planned to assess its impact (Roggenkamp et al., 2020).

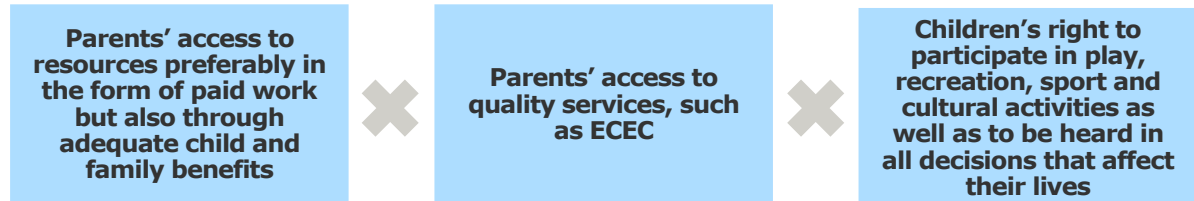
TigerKids receives great recognition and has won several awards (e.g., Fit4Future Award 2013 of the Cleven Foundation for the best health promotion project in the category of "Nutrition and Physical Activity", the Best Practice Award 2019 of the German Society for Prevention, 2nd place in the MSD Gesundheitspreis 2020 of MSD Sharp & Dohme GmbH). One of the reasons for its recognition is that it focuses on the holistic promotion of an active lifestyle, by focusing not only on nutrition but also movement and relaxation. Besides, it extends into the daycare environment, while also involving parents (Stiftung Kindergesundheit, 2021g). Furthermore, the programme has been recognized as an official partner project by the BMEL and BMG under the framework of IN FORM (Debertin, 2016). The National Action Plan provides essential strategic guidelines, including the bundling and joint orientation of positive approaches to healthy nutrition and sufficient physical activity, the development of measures targeting individual behaviour, taking the regional and national level into account as well as the creation of structures enabling citizens to lead a health-promoting lifestyle (BLE, 2021b). According to the criteria set by the IN FORM stakeholders, TigerKids is recognized as an approach pursuing the goal of actively engaging its target group to lead a more healthy lifestyle, aimed at inducing sustainable, positive changes in the target groups behaviour. TigerKids is also based on the latest findings and recommendations from the specialist fields of exercise and nutrition while being directly linked to its target group's needs, which are also listed as criteria for selection (BLE, 2021c). With its preventive approach, the programme also contributes to the implementation of the Prevention Act (PrävG) that became effective in July 2015 and seeks to improve cooperation in promoting health, especially in the municipalities, in daycare facilities, schools, etc. (Roggenkamp et al., 2020).

⁶⁸ For further details on the medical study see Bayer et al., 2009 and Strauss et al., 2011.

7. BEST PRACTICES AND ENABLING FACTORS FOR ENSURING ACCESS OF CHILDREN IN NEED

This chapter presents the findings of the comparative analyses of intervention examples, ensuring the access of children in need to relevant services, reviewing their degree of outreach and level of integration. As such, the following chapter is based upon the recommendations of the European Child Guarantee, providing advice to strengthen integrated approaches and outreach measures for reaching the target groups by three pillars.

Figure 44: Three pillars: Strengthening outreach



Source: Own illustration, based on European Commission, 2021b.

The enabling factors are assessed within the policy, implementation and evaluation framework. The derivation of best practices and enabling factors focuses on the commonalities of the intervention examples and their outcomes achieved. Albeit that they pursue different approaches.

7.1 Best practices in ensuring access of children in need to relevant services

All the interventions target children in need – albeit to different degrees and in different ways. While *Education and Health NRW* and *TigerKids* focus on reaching children in schools and daycare with the aim of supporting those at risk especially, *BRISE* and *Culture Makes Strong* address children and families most at risk according to their socio-economic background, reaching them in their living environments. While *BRISE* aims at supporting children and their families from before birth to 6 years of age, *Culture Makes Strong* targets children between 3 to 18. *Heim-TÜV* targets specifically refugee children in accommodations and as such the most vulnerable children. The interventions aim at reaching children and their families in need via existing social and educational infrastructure organizations, specifically daycare facilities, schools and refugee accommodations. *BRISE* and *Culture Makes Strong* additionally aim at reaching families or children in their living environment outside organizations, their neighbourhoods specifically.

To reach children outside of educational and care institutions, a best practice seems to be to engage relevant stakeholders at the local level. These stakeholders have access to the target groups, motivating them to inform about the possibilities of participating. *Culture Makes Strong* specifically engages locally rooted organizations in addressing the target group, profiting from their personal contact and at the same time aiming at strengthening their capacities to reach educationally disadvantaged children. *BRISE* engages a widespread network at the local level, including existing early childhood educational and care services and programmes as well as, e.g., health professionals. Addressing children and their families in need these ways might contribute to decreasing stigmatization as they are not necessarily addressed separately with a focus on their potential disadvantages. This also applies to reaching them in existing social and educational infrastructure organizations.

Figure 45: Reaching the target groups: Best practices

Reaching the target groups



- > Using existing social and educational infrastructure organizations as focal points
- > Engaging multipliers with personal contact to the target groups, supporting networking and coordination across departments and service areas
- > Presence in the living environments of the children and their families, especially in their neighbourhoods

Source: Own illustration.

A prerequisite for effectively reaching and supporting families and children in need is that the services rendered are free of charge. While none of the interventions aim at providing parents with access to financial resources, the interventions address families and parents as well as educators and professionals. Engaging the social environment of children in need potentially strengthens the long-term effect of the interventions. *BRISE* and *TigerKids* provide parents and families with immaterial resources by strengthening their parental competencies in supporting the development of their children. Both interventions provide access to parenting support as well as enable professionals and educators to access relevant qualifications. Especially *TigerKids* provides educational material and online training for educators in daycare facilities as well as parents to promote healthy nutrition at home. The same applies to *Health and Education NRW* providing school management and professionals with materials on how to strengthen integrated quality and health development in schools.

Culture Makes Strong aims at enabling access to quality services in extracurricular cultural education by funding additional projects aimed at reaching educationally disadvantaged children and at the same time supporting the quality of the projects by engaging experts and expert organizations, asking them to base their projects on tested and sound concepts. *Culture Makes Strong* also partially engages children as well as parents and families actively in implementing the projects of extracurricular cultural education. At the same time, there are organizations which explicitly aim at reaching and supporting children separately from their parents and families. *Heim-TÜV*, by contrast, mainly aims at providing managers and operators of shared accommodations with recommendations and best practices to improve the living situation and at the same time provide recommendations on further improving state regulations.

None of the interventions aim at mainly addressing material deprivation. Some of them do include providing additional resources, such as lunch, within the projects realized by local Alliances of Education, or additional fruit in the daycare facilities by *TigerKids*. The additional resources provided within the framework of the interventions complement already existing provisions such as services according to Social Code Book VIII, supplementing resources in schools and daycare facilities or funding additional cultural education projects. They rather aim at supporting the development of children socially, culturally, as well as their mental and physical well-being to counterbalance the effects of poverty on children's well-being and their access to education and services, contributing to equal opportunities for all children. They thus provide children and their families with competencies and experiences contributing to their autonomous development and participation. Additionally, *TigerKids*, *Health and Education NRW* as well as *Culture Makes Strong* do aim at a holistic quality-oriented approach by actively providing relevant advisory services for the participating organizations. At the local level, they all aim at integrating services across service areas to ensure access to existing services. They combine support with a preventative approach, trying to reach children and their families proactively. Especially *TigerKids*, *Health and Education NRW*, *Culture Makes Strong* and *BRISE* actively support cooperation, coordination and networking within the framework of the programmes. As such, they do strengthen individual, familial and non-familial resilience factors.

Figure 46: Ensuring effectiveness and sustainability: Best practices

Ensuring effectiveness and sustainability



- > Engaging families and parents, strengthening their competencies in supporting the development of their children
- > Training professionals and educators, enhancing quality development in organizations
- > Combining measures of support and prevention, based on evidence

Source: Own illustration.

In all the cases, the interventions and partly their implementation are based upon existing evidence. Identifying and removing structural barriers is closely linked to the question of quality improvement. At the same time, the evaluations of the interventions show that regarding sustainable individual effects single interventions are not sufficient for reaching this goal. Whether children are supported continuously seems to be a crucial question. *BRISE* as an intervention goes as far as trying to prove continuity to be key for the effectiveness. *TigerKids* tries to achieve this objective by educating the parents and educators on healthy eating, with the aim of strengthening sustainability. *Culture Makes Strong, Health and Education NRW* as well as the *Heim-TÜV* by enhancing the competences of organizations – from schools to clubs and associations – as well as civil providers of cultural and educational activities and providers of accommodations.

Figure 47: Ensuring quality of services: Best practices

Ensuring quality of services



- > Training professionals, especially educators
- > Supporting capacity building in organizational structures
- > Strengthening cooperation and coordination, developing governance structures

Source: Own illustration.

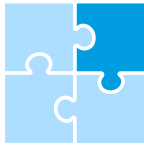
As such they aim at identifying and removing structural barriers. The interventions enhance poverty prevention by following a holistic approach, trying to support children individually, trying to improve their living conditions, especially their family situation and the quality of care and education while at the same time supporting cooperation and networking between service areas.

7.2 Enabling factors for ensuring access of children in need to relevant services

The intervention examples, albeit to different degrees, build upon existing services and benefits. By providing additional material and immaterial resources they can be considered to increase the investment in education and health as well as social services. Supporting the quality of services, including service infrastructure and qualified professionals, plays an important role. At the same time, only *BRISE* specifically finances additional staff and only *Culture Makes Strong* finances additional projects. *Health and Education NRW* and *TigerKids* invest in developing the competencies of existing staff as do *Heim-TÜV* targeting managers and providers of shared accommodations.

Figure 48: Policy framework: Enabling factors

Policy framework



- > Building upon existing social and educational services and infrastructure
- > Additional investment in education, health and social services, improving the quality of services
- > Complementing material resources provided by the social security system by investing in quality infrastructure and trained professionals

Source: Own illustration.

Regarding the policy framework, the mapping has illustrated that a lot of relevant interventions aim at integrating services at the local level across social, educational and health-promoting service areas. Within the policy framework in Germany this does require coordination and cooperation across different municipal departments, which do not necessarily follow a common strategy. Especially *BRISE* and *Heim-TÜV* illustrate that integrating services at the local level demands cooperation and coordination across different levels of government on the one hand and across different service areas on the other hand. Improving the level of integration and the development of a common municipal strategy, actively engaging stakeholders from the public and civil welfare system, can be considered both a necessity to improve the access of children in need to relevant services and a contribution to the sustainability and thus transferability of interventions and approaches.

Figure 49: Implementation framework: Enabling factors

Implementation framework



- > Actively supporting cooperation and coordination across levels of government and service areas
- > Engaging public, civil and private stakeholders
- > Developing and implementing a common strategy at local level

Source: Own illustration.

While the mapping illustrates that the integration and as such cooperation between educational, social and health services play an important role in a lot of the key areas, the integration and cooperation regarding housing is not as developed. In general, engaging local communities appears to be an approach which could improve the implementation of measures addressing social exclusion and the risk of poverty of children in need. As the mapping illustrates and the compilation confirms, addressing children and their families in their social environment, especially in their neighbourhoods, is an important way of reaching the target group. An approach which could be strengthened by engaging the local communities in these neighbourhoods even more comprehensively and actively and thus improve the cooperation framework, complementing the engagement of the families and social, health and child service providers, building upon targeting especially disadvantaged neighbourhoods. Further strengthening cooperation and coordination between services at various levels does raise the question of the responsibility and role of public administration. All the intervention examples illustrate the importance of these responsibilities and roles in integrating services and strengthening outreach. In this respect, as the mapping illustrates and compilation confirms, a lot of the interventions aim to improve services in ECEC, education, health and nutrition by developing daycare and schools into organizations cooperating actively with their social environments, interlinking with different services in other key areas.

Figure 50: Evaluation framework: Enabling factors

Evaluation framework



- > Focus on process evaluation, contributing to cooperating and coordinating
- > Supporting scaling-up by documenting and publishing insights, making them available to other regions, actors and organizations
- > Building upon existing evidence

Source: Own illustration.

Strengthening cooperation and coordination within the existing policy framework in Germany requires that responsible actors be convinced and motivated to do so. Consequently, a lot of the interventions also aim at developing aspects of governance. Evaluating the programmes, a lot of times aims at assessing cooperation and coordinating, focusing on process evaluations rather than on impact evaluations. As such they contribute to the transfer of knowledge between different levels of government and across service areas. A lot of times, the evaluation designs include obtaining recommendations on insights and experiences which can be scalable and thus benefit other regions, other organizations and actors. At the same time, most evaluations do not try to assess the impact on an individual level. They do build upon existing evidence and test quality criteria which makes a positive impact on children more likely and also supports implementing scientific evidence into practice.

8. CONCLUSION TO THE SYNTHESIS

The following section builds upon the mapping exercise of who does what why, especially the assessment of ensuring access of children in need. It specifically concludes the compilation, identifying best practices and enabling factors in ensuring the access of children in need. It assesses the state of ensuring effective and free access of children in need to relevant services in accordance with the core recommendations given by the European Child Guarantee.

Figure 51: Ensuring effective access of children in need: Core recommendations



Source: Own illustration, based on European Commission, 2021b.

In the following, the different dimensions serve as conclusions on ensuring the access of children in need to relevant services and to point towards further developing and improving them.

> **Enabling policy framework**

As illustrated in the mapping and confirmed by the review of intervention examples, employment and family policies, assistance and provisions are an enabling framework condition in all the relevant key areas. There is a comparatively vast body of social services and benefits, providing families with relevant financial resources, embedded in policy strategies aimed at improving parental employment participation and consequently the level of income of parents. Providing parents with adequate financial resources to care for and support their children is a central and relevant strategy in Germany to prevent children from growing up in financial poverty.

In light of the enabling policy framework, a remaining challenge is the support of single parents, who are largely single mothers. On the one hand, it remains difficult for single parents to work full-time. Approximately 30 per cent of female single parents are not employed (BMFSFJ, 2020a). On the other hand, they often work part-time, and, depending on their income gained, a few still rely on benefits according to SCB II to top up (aufstocken) their wages to reach a sufficient income. Regarding relevant indicators such as receiving benefits according to SCB II (and the duration), a comparative level of income, level of educational attainment and the receipt of social assistance according to SCB VIII (Hilfen zur Erziehung), single parent families are overrepresented. While the percentage of single parent households affected by poverty has decreased over the last 10 years in Germany and the EU (Eurostat, 2020), single parent families are still considerably more affected by poverty or the risk of poverty. At the same time, children growing up in single parent families are hardly affected by long-term poverty if their mother works full-time (Andresen et al., 2019). Increasing the employment participation of single parents, especially in the early years of children, has been and therefore should remain one of the main strategies to combat child poverty (OECD, 2011). Employment and family policy strategies in Germany additionally aim at fostering shared care responsibilities in partnerships as well, since especially mothers who have been adequately employed before a separation tend to economically have a more stable situation after a separation (BMFSFJ, 2021i).

Not only but especially relevant in supporting single parent families are family policies aimed at reconciling work and family life, with the development and expansion of daycare from infancy to primary schooling being of special significance, complementing existing child and family benefits. As such, a lot of the policies, programmes and measures aim at ensuring and increasing the

accessibility of child and family services and benefits: Accessibility could be better, easier and more transparent. The question whether and how the target groups can be reached remains a relevant one.

As the mapping has illustrated, daycare and schools are a focal point in supporting the social, educational and health development and participation of children – in principle independently from their living situation at home. Supporting the development of daycare and schools plays an important role not only in the key area of early childhood education and care along with school education and school-based activities but also in the key areas of health and nutrition. Both the intervention examples in the compilation section illustrate this approach: *Education and Health NRW* as well as *TigerKids* aim at improving health prevention and promotion, including healthy nutrition, by developing organizational and staff competencies in schools and daycare facilities.

Federal policies, programmes and measures focus on strategy papers promoting health and prevention as well as on campaigns, trying to motivate children to stay fit and healthy, including measures and provisions for networking and making information available not only for citizens but also for the state administration, public welfare providers and civil society organizations, as e.g.: The *National Health Goal "Growing Up Healthy"*, promoting equal health opportunities as an essential cross-sectional requirement supported by the more than 120 individual actors in the "gesundheitsziele.de" network who implement different measures aimed at the health-oriented development of families in their living environments, daycare facilities and schools. The *National Action Plan IN FORM – Germany's Initiative for Healthy Eating and More Physical Activity* bundles a wide range of initiatives into a federal strategy to strengthen and establish health-promoting day-to-day structures aimed at creating preventive measure for malnutrition, lack of exercise and overweight as well as, e.g., developing and supporting quality criteria for catering in daycare facilities and schools. It also provides additional financial resources for the implementation of measures and activities, coordinated by the Federal Centre for Nutrition (BZfE). Recently extended and further developed, the National Action Plan will concentrate on the special needs of children in the future, especially asking the *Länder* to implement the Quality Standards for Daycare and School Catering. Following similar approaches, state-level initiatives and programmes aim at strengthening health in educational institutions such as daycare facilities and schools, trying to reach children in their living environments (Lebenswelten). A focal point is to improve health education as well as prevention, inter alia, by improving the qualifications of staff and empowering families.

Challenging framework conditions in the key area of health and nutrition seem to involve relatively few (additional) financial resources invested, at least on the federal and seemingly state level. This also applies partly to the intervention examples *Education and Health NRW* and *TigerKids*: Both programmes support schools and daycare facilities mainly immaterially. At the same time, while in the key areas of early childhood education and care as well as school education, competences are attributed across the federal, state and municipal level, the municipal level seems to play a more important role in the key areas of healthcare and nutrition. That is why the *Act on Strengthening Health Promotion and Prevention* improves framework conditions by making new financial options available for municipalities and strengthening cooperation between social health insurance providers and the state and local authorities. This may lead to municipalities promoting health and health prevention, acting on their right of self-governance (Art. 28 GG) as some already do, e.g., in open youth work (offene Jugendarbeit), in constructing social housing, regarding local employment services or in promoting sports and cultural activities. The *Prevention Act* also aims at promoting children by improving information for families and children with special support needs on local and regional support and counselling services. Also addressing municipalities and providing additional financial resources for investment is the *Association for Health of the Statutory Health Insurance Providers*, which issued two funding guidelines in 2019, specifically enabling municipalities to strengthen health promotion and prevention for socially disadvantaged groups, including the ones most vulnerable. The Association also expanded financial support for the

Coordination Offices Promoting Equal Health Opportunities in all the states. Additional financial resources and counselling on strengthening competencies in health promotion and prevention, including a healthy diet, may improve framework conditions at the local level, as, e.g., the state programme *Prevention Chains - Healthy Upbringing for All Children in Lower Saxony* illustrates: The state supports the municipalities financially and provides advice, support and further training in the establishment and expansion of prevention chains. The programme aims at promoting the comprehensive participation of children up to the age of 10, regardless of their social background, enabling them to participate in services and measures offered by public and private organizations and initiatives. At the municipal level, the services and measures of public and private organizations and initiatives are to be aligned even more strongly than before with the needs and requirements of children, developing a common local strategy across departments and service areas. They also aim at improving accessibility to existing services and measures.

This is also one of the main objectives of the intervention example in early childhood development. *BRISE* most importantly aims at combining existing services and programmes into an intervention chain which reaches families close to home and enables them to sustainably promote the development of their children. Especially Early Interventions (SCB VIII) present an enabling framework condition. *BRISE* at the same time illustrates that accessibility of child and family services and benefits remains a challenge. It seems to be important to reach the families with a low threshold and as early as possible. At the same time *BRISE* demonstrates a best practice which is also incorporated in other programmes as, e.g., the *ESF federal programme Akti(F)*: counselling families continuously, helping them to access existing services and supporting them holistically. Additionally, the implementation of *BRISE* validates the importance of complementing individual support with strengthening cooperation across service areas. One approach, *Culture Makes Strong*, also attempts to make extra-cultural activities accessible for educationally disadvantaged children by making local Alliances for Education a requirement to receive funding for additional projects and by ensuring their quality by cooperating with programme partners which provide their expertise. Both interventions share an additional commonality: They target especially disadvantaged social areas. An approach which is also pursued in supporting schools and daycare facilities, providing additional resources to those with a high concentration of disadvantaged children for, inter alia, additional staff, as e.g.: *The Social Index for Hamburg Schools or School Makes Strong - Joint Initiative of the Federal and State Governments to Support Schools in Socially Difficult Situations*. The federal programme *Language Daycare Centres: Because Language is the Key to the World* targets child daycare facilities with a higher-than-average proportion of children with special language development needs.

A similar approach is pursued with policies, programmes and measures aimed at improving the living conditions and public infrastructure in especially disadvantaged neighbourhoods. They combine social and urban development in the urban development funding programme *Social Cohesion* at the federal level. Interlinking urban and social development aimed at social integration seems to be especially well developed in North-Rhine Westphalia as e.g., *Strong Children - North Rhine-Westphalia Creates Opportunities* and *United in the Neighbourhood - Strengthening Children - Securing the Future*. Both programmes aim at improving the coordination and integration of services at the local level, linking the areas of health, education, child and youth welfare, integration, urban planning and development, and social services to provide tailored support for children and their families. While these programmes aim at improving the living environment, supporting access to adequate housing does not yet play an equally important role. The main strategies are the constructing of social housing and addressing specific target groups as, e.g., refugee children in shared accommodations with the *Heim-TÜV*.

Expanding child daycare and all-day care and education in primary schools and improving the quality is an important policy of the federal government, which closely cooperates with the *Länder* and the municipalities. Expanding legal entitlements and increasing financial investments as recently adopted by the federal government are an important enabling policy framework condition

(Act on Providing All-Day Care and Education for Primary School Children). Especially all-day care and education for primary school children aims at closing a care gap that many families face when their children start school, thus promoting parental employment participation and equal participation for all children. Increasing the attendance rate in daycare remains an important objective pursued at the federal level, inter alia, with programmes such as *Stepping into Childcare: Building Bridges into Early Childhood Education*. They support 126 locations financially with the municipalities receiving funding to coordinate and integrate services, cooperate with daycare facilities, community shelters, family centres, multigenerational houses and neighbourhood centres. The aim is to make low-threshold services available to inform families about the possibilities of early childhood education and care. At the same time, a lot of policies, programmes and measures can and do build upon existing daycare and educational services and infrastructure. Especially relevant to the question of accessibility of services seem to be measures at the federal and state level aimed at developing daycare facilities and schools into organizations interacting with their socio-spatial environment, integrating other services and engaging families and parents as, e.g., *Family Daycare Centres North Rhine-Westphalia* or *Brandenburg State Programme Kiez-Kita - Opening Educational Opportunities*.

> **Governance and reporting**

Cooperation and coordination are crucial to ensuring the access of children in need to relevant services in Germany as the competences are distributed across different levels of government and different departments. The mapping and compilation illustrate that supporting coordination and cooperation strategically is a key factor in strengthening governance and reporting. Ensuring integrated approaches and outreach measures at the local level requires cooperation and coordination between the federal, state and municipal level. As the development and expansion of the quantity and quality of daycare illustrates, strategic cooperation and coordination takes time, resources and commitment (see: Appendix on outlining the strategy and timeline on promoting and developing ECEC). The commitment to common goals between the federal and state level can be enhanced by strengthening the political will across parties and administrations – supported by state agreements incorporating objectives and implementation strategies, also ensuring that federal and state resources are invested efficiently and purposefully. The political and strategic flanking in developing and expanding daycare can be a model for other key areas, especially strengthening education in schools and school-based activities, building upon the policy goal of expanding and developing quality daycare in (primary) schools, safeguarded by the recently introduced legal entitlement to all-day care in schools from 2026 onwards and the legal entitlement to daycare for children aged one or older. Strategic cooperation and networking across the federal, state and municipal level seems to be a prerequisite for improving legal provisions and investing additional financial resources to achieve a common goal.

Developing a common and more comprehensive overall strategy as well as inter-departmental cooperation must also be pursued at the municipal and local level. As the mapping and compilation illustrates, the municipal administration plays a key role as it is responsible for a wide range of services across the key areas – from daycare and schools to health promotion and prevention as well as housing development. At the same time, a lot of interventions collated in the mapping as well as reviewed in the compilation aim at strengthening cooperation and networking with and between social welfare organizations and providers, care and educational institutions, civil society and other stakeholders, as e.g., health insurance providers, professionals and cooperation. In doing so, cooperating and networking serve several different purposes:

- > Cooperating and networking aims at reaching the target groups by engaging multipliers and enabling low-threshold access to services as in the case of *BRISE*.
- > Cooperating and networking aims at enabling relevant organizations to better reach and support the target groups and improve the quality of services as in the case of *Culture Makes Strong* and *TigerKids*.

- > Cooperating and networking aims at ensuring the access of the target groups to other services and benefits as in the case of the *Heim-TÜV*.
- > Cooperating and networking aims at developing common strategies, measures and quality criteria, as in the case of *Education and Health NRW*, focused mainly on strengthening networking between schools.

All the intervention examples address relevant professionals and staff, by training them, by providing them with information and materials or by enabling them to learn from each other. The main objective being to help them to support children in need more adequately. Even though poverty prevention is only in a few cases the explicit objective of the policies, strengthening a preventative approach is an integral part to implementing the interventions. As such the interventions also increase the understanding of and the attention to the risk of poverty.

As such, improving governance and reporting includes strengthening the consensus on child poverty as relevant and therefore as something that needs to be addressed actively by reducing bureaucracy and enabling access without stigmatization. As such a dialogue can contribute to developing sensible positions on poverty and data-supported analysis to preventively reach relevant target groups. Data available in Germany is still rather fragmented across levels of government and service areas. All the more, reporting can contribute to assessing measures implemented in regard to common objectives and key indicators. Reporting should consequently reflect the level of integration: At the municipal and local level, further integrating social policies and urban development along with socio-spatially segregated data can strengthen comparison of a more and more disparate regional development.

The cross-departmental common Strategy Social City – Strengthening Neighbourhoods, Together in Districts (Strategie Soziale Stadt – Nachbarschaften stärken, Miteinander im Quartier) at the federal level adopted by the Federal Cabinet in 2016 might be an important step. It aims at interlocking urban development policies with more target-oriented policies of other federal ministries, strengthening a comprehensive socio-spatial development, especially supporting disadvantaged neighbourhoods with an additional EUR 10 million annually (from 2017 to 2020). Within the framework of the strategy six model programmes are implemented targeting different aspects of urban and social integration:

- > Youth migration services in districts (Jugendmigrationdienste im Quartier - BMI and BMFSFJ): Promoting model micro-projects in every state, aimed at improving the living environment and social relationships for children and their neighbours – with and without a migration background – supporting structural changes by removing access barriers to social services and infrastructure at the local level.
- > UTOPOLIS – social culture in districts (UTOPOLIS – Soziokultur im Quartier – BMI and Federal Government Commissioner for Culture and the Media): Promoting sixteen socio-cultural centres providing different artistic and media activities as well as art and cultural projects in disadvantaged neighbourhoods.
- > Supporting consumers in districts (Verbraucher stärken im Quartier – BMI and BJV): Aimed at rendering information on consumer protection available, promoting low-threshold services by the consumer advice centre (Verbraucherzentralen) and establishing sustainable support structures that especially benefit people at risk and with a low income.
- > Eating well makes strong: Equal health opportunities in districts (Gut Essen macht stark: Mehr gesundheitliche Chancengleichheit im Quartier – BMI and BMVEL): Promoting counselling and educational services on health in 300 daycare facilities, 175 schools and extra-curricular organizations.
- > Digital sport: More Movement in Districts (Sport digital – Mehr Bewegung im Quartier – BMI and BMFSFJ): Promoting a digital athletic and work-out programme with ALBA Berlin for children and elderly in approximately 1,000 disadvantaged neighbourhoods.

- > Equal political participation: Testing visiting counselling approaches promoting political education in districts (Gleiche politische Teilhabe: Erprobung von Ansätzen einer aufsuchenden politischen Bildung im Quartier – BMI and Federal Agency for Civic Education): Cooperating with the Berlin State Centre for Political Education and the National Association for Outreach, Civic Education approaches are tested in four Berlin districts including, e.g., interactive workshops and participatory walks aimed at also promoting intercultural dialogues and strengthening civic participation.

More integrated governance combining urban development and social integration could also help to integrate services at the local level and help ensure the access of children in need to relevant services across key areas while investing resources in a targeted manner and more efficiently.

> **Implementation**

As the mapping illustrates, daycare and primary schools play a key role in reaching children as early as possible and supporting them independently from their family situation. Exempting low-income families from parental contributions for daycare, as enshrined in the Good Daycare (Facilities) Act, effective since 1 January 2019, is an important measure to support such children and also aims at increasing their attendance rate. At the same time, whether access to ECEC is free of charge still differs between regions and municipalities and the need for daycare continues to exceed its availability, above all in cities. Furthermore, making daycare free of charge for parents at the state and municipal level could contribute to ensuring access to these services, especially for children in need. The same applies to expanding all daycare in primary schools. The recently adopted legal entitlement to all-day care in primary schools from 2026 onward presents an opportunity to further improve the provision of adequate and sufficient all-day educational care infrastructure (ganztägige Bildungsinfrastruktur).

As the compilation shows, related to the question of availability and accessibility is the question of quality. All the intervention examples reviewed pursue the objective of increasing the quality of supportive and preventative measures to strengthen effectiveness and sustainability – oftentimes by supporting organizational capacity building.

- > Within the implementation of *BRISE*, e.g., the qualifying initiative addresses professionals in daycare facilities, providing them with information and materials, based on scientific evidence and pedagogical experience, integrating them into a holistic programme supporting children in their development from the age of 0 to 6.
- > *Culture Makes Strong* aims at improving the quality of extracurricular educational projects by making it obligatory to base them on pedagogical concepts and expertise. At the same time the programme aims at enhancing knowledge of the participating organizations in reaching and supporting disadvantaged children. To contribute to the organizational development of the local Alliances and to ensure a high quality of the services provided, the BMBF has established regional service centres in every state.
- > *Heim-TÜV* as the monitoring tool aims at assessing living conditions in shared accommodations and, based on the result, improves the conditions in the accommodations and provides advice on improving framework conditions.
- > *Education and Health NRW* aims at establishing quality development in schools to sustainably promote integrated health promotion and quality development by strengthening health competencies of all the school stakeholders, going beyond the promotion of health in schools but integrating health as an educational objective. Furthermore, participating schools can also access evaluation tools and support in processing and evaluating the results to build up their own internal quality management.
- > *TigerKids* aims at the long-term promotion of health-conscious behaviour in the areas of nutrition, exercise and relaxation in daycare facilities, creating a healthy environment in daycare facilities. The concept was developed by a group of experts on nutrition and paediatrics, equally involving children, pedagogical staff and parents.

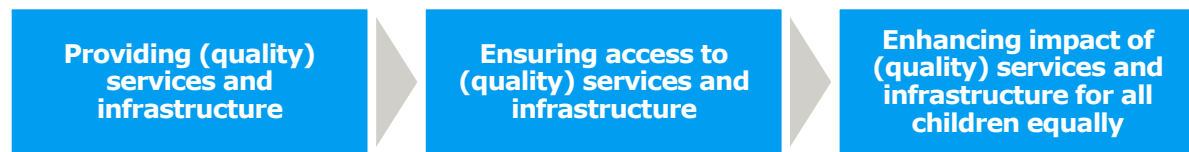
The question remains whether this is possible without investing additional resources for, e.g., additional staff and materials. Increasing, as already pursued, the investment in daycare and schools with a high concentration of children from disadvantaged backgrounds presents one way to do so. The same, in principle, applies for investment in social services and infrastructure, including athletic and cultural activities in especially disadvantaged neighbourhoods, as does *Culture Makes Strong*. As planned for the upcoming funding phase, it seems consistent to expand information services for schools and develop additional formats that can be integrated into all-day care in schools.

Investing additional resources in areas as well as care and educational institutions with a higher concentration of disadvantaged families and children may be beneficial for several reasons. Firstly, it allows support for children in need especially without the risk of stigmatization and without questioning parental competencies. As the review of *BRISE* illustrates, especially disadvantaged families may be more likely to participate in supportive and preventative measures if they are reached in their living environment, be it at home or in the neighbourhood. This may also lead them to take advantage of daycare in the first place. Secondly, it could help engage families and parents and influence their behaviour for the benefit of the development of the children (Betz/Honig/Ostner, 2017). Thirdly, it could make services and infrastructure more accessible and adequate, as families and parents at risk of poverty or living in poverty do emphasize, just as all other parents, the availability and quality of services as influential (Andresen/Galic, 2015). A similar percentage of families in which both parents have a migrant background, e.g., want their children to attend daycare. At the same time, the attendance rate is significantly lower. Reasons for not sending their children to daycare do show that they face different barriers as, e.g., the registration modalities, or have specific demands, such as a greater proximity of daycare facilities, multilingual educators, different opening hours and increased consideration of cultural and religious backgrounds (Jessen et al. 2020). As such, additional efforts could help to consider the demands of parents with a diverse social and cultural background and their reasons for not accessing or participating in relevant services. Additional resources could help to design the access to quality services according to their needs and demands. It could also allow for engaging children more actively. The question of who has and who should have access, and what that implies for adequate infrastructure and access within the infrastructure could be based on demands of parents and the needs of children (Andresen et al., 2019).

The aim of improving the quality of the provisions may lead to a greater impact and increase the relevance when addressing the risks of child poverty in a preventative measure. At the same time, it presents an opportunity to interlink child and youth welfare and family welfare with educational policies contributing to educational success. It furthermore seems consistent to support social participation such as memberships in clubs, organized leisure and recreational as well as cultural activities. And even though there is vast evidence of an *early-as-possible approach* being the right strategy, it remains important to also target adolescents and young adults. As such, it seems sensible to further develop cooperation and integration with daycare facilities and schools, giving children access to these activities and opportunities independent of the income situation of their parents. This is an approach which should be pursued further, as risks of poverty should not only be attributed to the parents and their behaviour. Structural reasons should also be addressed (Andresen, 2017).

Effective preventative measures must start as early as possible and be further strengthened in daycare and (primary) schools, with consideration given to influential social factors and the engagement of parents as well. Especially educational and participatory equity must consequently be strengthened as a policy goal, not exclusively aiming at providing (quality) services and infrastructure and ensuring access to these (quality) services and infrastructure but also enhancing the impact of these (quality) services and infrastructure for children in need especially.

Figure 52: Strengthening impact: Aiming at equity



Source: Own illustration.

Both the question of free and effective access as well as the question what actually constitutes adequate and quality services and infrastructure is especially relevant for children with a migrant background, refugee children and children with impairments

Figure 53: Target groups: Special focus



Source: Own illustration.

In accordance with the approach of addressing all children, supporting especially those in need must consistently and decisively mean supporting these target groups specifically, starting with ensuring their access to regular daycare and regular schools. Since they and their families face multiple challenges and their need for support differs from other target groups, providing additional resources and support to ensure their educational and employment opportunities is required, including investment in specialized staff and qualifying general staff, interpreters and technical equipment. Treating these groups equally does mean providing targeted support.

With regards to refugee children, their integration into regular daycare and schools remains crucial, requiring a further improvement in efforts made in the *Länder*. Efforts to integrate them into regular care and educational institutions also mean providing adequate mental health support, not least because untreated psychological stress does hinder language learning and thus their chances to participate (Meysen/Schönecker 2020). Integration into mainstream schools is also a main challenge for children with special educational needs due to an impairment. They are still mainly educated in specialized schools during primary school (Kultusministerkonferenz, 2021) with considerable differences between the *Länder* (Autorengruppe Bildungsberichterstattung, 2020). Attending specialized schools correlates with a higher risk of dropping out without graduating. Integrating children with different needs in care and educational institutions potentially benefits them in the long run and at the same time potentially increases acceptance for diversity by enabling positive experiences and common learning and also benefits the other children. This could also help children with a migrant background in particular. They are still more likely to not succeed equally in terms of education (Autorengruppe Bildungsberichterstattung, 2020) and attend secondary grammar school (Gymnasium) less often (Deutsches Jugendinstitut, 2020). Additionally, there is a growing concentration of children with a migrant background in certain regions and schools, contributing to growing segregation (Deutsches Jugendinstitut, 2020). Analyses do show however that differences in educational success more strongly correlate with socio-economic risks such as the level of educational attainment of the parents or parental employment (Autorengruppe Bildungsberichterstattung, 2020). These are risks that more often affect children with a migrant background (Autorengruppe Bildungsberichterstattung, 2020). Additionally, to support children affected by these risks in particular, a more data driven analysis could contribute to understanding the interplay between individual, familial and non-familial risks and consequently help to act upon evidence on the interconnection between educational opportunities and socio-economic risks (Deutsches Jugendinstitut, 2020; Autorengruppe Bildungsberichterstattung, 2020).

> **Evaluation and monitoring**

Evaluating policies, programmes and measures, as can be seen in the mapping and compilation section, is well developed. Evaluations often help to facilitate learning, improve framework

conditions and support scaling up. They serve simultaneously to give decision makers important insights to further develop framework conditions and make learnings available to organizations and staff not taking part in the intervention. Evaluations thus contribute to ensuring the relevance of policies, programmes and measures by a bottom-up approach while supporting implementation and thus intended outcomes.

It is debatable whether monitoring data across interventions, levels of government and departments is sufficient to assess their impact and support their planning. Collecting figures and data on the interventions collated and reviewed did take considerable time and effort. In addition, definitions and determinations of, e.g., target groups or indicators used to determine risks as well as impact differ from service area to service area and between regions and programmes. The division between social service systems on the one hand and the division of competences and labour between the federal, state and local level on the other hand is one reason for a rather fragmented data situation, often accompanied by different definitions. Additionally, data protection laws and underlying norms lead to what some criticize to be an insufficient data-driven insight regarding the size and scope of relevant target groups as well as the impact of policies, programmes and measures. Others claim that a more extensive and detailed socially disaggregated data analysis might reinforce discrimination and consolidate unequal opportunities. Either way, the following aspects could improve analysis and monitoring:

- > Expanding data available should start with children themselves being included into representative studies. They should be asked about their demands and needs regarding, e.g., the size of classes, quality of schooling, quality and equipment of youth centres, opening hours or healthy and tasty lunch in the case of all-day care in schools. This would lead to a deeper and more differentiated understanding of quality as, e.g., trust influences the perceived quality of access, the feeling of security and belonging (Andresen et al., 2019). This includes making more systematic use of survey data available such as household or school-based and targeted population-based surveys such as, e.g., IAB, BAMF, SOEP, or census data to gain insight into children in need, their disadvantages, experiences and needs to design and monitor interventions.
- > Additionally, the administrative data could be improved by assessing their relevance in identifying children in need and monitoring the progress in supporting them. At the same time this could work towards greater comparability. Additionally, it could help to make data more accessible for policymakers, stakeholders and researchers.
- > In regard to improving the educational attainment of children with a migrant background, it seems recommendable to apply the more differentiated definition of migrant background as used by the KMK and not only the one applied at the state level which refers to citizenship. This seems to be a relevant step in depicting the ethnical diversity in schools and ensuring that resources are allocated in a more targeted manner. In terms of integrating refugee children in schools it is recommendable that the monitoring system (Art. 28 para. 1, Directive 2013/33/EU) be implemented to improve the efforts at the state level for immediate access to mainstream schooling.
- > There are limited data and research available on intersectional disadvantages (intersektionale Benachteiligung), which refers to children with multiple risks such as children with impairments, a refugee or children with a migration background and/or health problems (BMAS, 2016).⁶⁹ Besides the fact that the intersectionality of discrimination and disadvantages increasing poverty risks requires more research in general, more data-driven information and such insights into children with multiple risks seem desirable to address and support them efficiently. This also applies to the correlation of educational attainment, single parent families and migration background to determine the highest risk of social, educational and financial risks (Autorengruppe Bildungsberichterstattung, 2020).

⁶⁹ Concerning the lack of data on disadvantaged children in Germany, see the concluding observations of the UN Committee on the Rights of the Child (UNCRC, 2014).

A more data driven analysis could also make it possible to differentiate children in need and families at risk. This would complement the classification of families living in difficult situations and let them receive benefits according to SCB II, XII and the Asylum Seekers' Benefits Act. This could at best strengthen a preventative approach and allow children and families to be reached and supported as early as possible.

BIBLIOGRAPHY

Andresen, Sabine; Möller, Renate; Wilmes, Johanna; Cinar, Dilan and Nölting, Pia, 2019. Children's Worlds+. Eine Studie zu Bedarfen von Kindern und Jugendlichen in Deutschland. <https://www.bertelsmann-stiftung.de/fileadmin/files/BSt/Publikationen/GrauePublikationen/Studie_WB_Children_s_Worlds_2019.pdf>, accessed 15 September 2021.

Andresen, Sabine, 2017. How families experience deprivation: A qualitative study on mothers and fathers living in poverty in Germany. *Journal of Family Research, Special Issue 2016 (11)*, 119-134. <https://www.jstor.org/stable/j.ctvdf0g0k?turn_away=true>, accessed 25 September 2021.

Andresen, Sabine and Galic, Danijela, 2015. Kinder. Armut. Familie. Alltagsbewältigung und Wege zu wirksamer Unterstützung. Bertelsmann Stiftung, Gütersloh. <https://www.bertelsmann-stiftung.de/fileadmin/files/BSt/Publikationen/imported/leseprobe/LP_978-3-86793-657-6_1.pdf>, accessed 15 September 2021.

Arbeitsgemeinschaft für Kinder- und Jugendhilfe, 2015. Kind ist Kind! – Umsetzung der Kinderrechte für Kinder und Jugendliche nach ihrer Flucht. Positionspapier. <https://www.agj.de/fileadmin/files/positionen/2015/Kind_ist_Kind.pdf>, accessed 15 September 2021.

Arbeitnehmerkammer Bremen, 2019. Alleinerziehende in Bremen. <<https://www.arbeitnehmerkammer.de/politik/arbeitsmarkt-beschaeftigung/alleinerziehende.html>>, accessed 14 September 2021.

Autorengruppe Bildungsberichterstattung, 2020. Bildung in Deutschland 2020: Nationaler Bildungsbericht. <<https://www.bildungsbericht.de/de/bildungsberichte-seit-2006/bildungsbericht-2020/pdf-dateien-2020/bildungsbericht-2020-barrierefrei.pdf>>, accessed 30 August 2021.

Autorengruppe Kinder- und Jugendhilfestatistik, 2019. Kinder- und Jugendhilfereport 2018. Eine kennzahlenbasierte Analyse. Opladen/Berlin/Toronto: Barbara Budrich.

BaFF, Bundesweite Arbeitsgemeinschaft der psychosozialen Zentren für Flüchtlinge und Folteropfer, 2020. Living in a box. Psychosoziale Folgen des Lebens in Sammelunterkünften für geflüchtete Kinder. <www.baff-zentren.org/wp-content/uploads/2020/05/BAfF_Living-in-a-box_Kinder-in-Ankerzentren.pdf>, accessed 22 October 2021.

BAkÖV, Bundesakademie für öffentliche Verwaltung, 2019. Selbstlernheft zum Thema: Erfolgskontrolle bei Zuwendungen. Bundesakademie für öffentliche Verwaltung im Bundesministerium des Innern, für Bau und Heimat. <www.bakoev.bund.de/SharedDocs/Publikationen/LG_2/Selbstlernheft_Erfolgskontrolle_Zuwendungen.pdf?__blob=publicationFile>, accessed 30 August 2021.

BAMF, Bundesamt für Migration und Flüchtlinge, 2021. Aktuelle Zahlen. <www.bamf.de/SharedDocs/Anlagen/DE/Statistik/AsylinZahlen/aktuelle-zahlen-august-2021.pdf?__blob=publicationFile&v=2>, accessed 27 September 2021.

Bertelsmann Stiftung, 2020a. Factsheet Kinderarmut in Deutschland. <<https://www.bertelsmann-stiftung.de/de/publikationen/publikation/did/factsheet-kinderarmut-in-deutschland>>, accessed 20 August 2021.

Bartelheimer, Peter; Henke, Jutta; Kaps, Peter; Kotlenga, Sandra; Marquardsen, Kai; Nägele, Barbara; Wagner, Alexandra; Achatz, Juliane and Wenzig, Claudia, 2016. Evaluation der bundesweiten Inanspruchnahme und Umsetzung der Leistungen für Bildung und Teilhabe. Schlussbericht.

<https://www.sgb2.info/SharedDocs/Downloads/DE/Service/Studien-Publikationen/2016-05-01-pu-schlussbericht-evaluation.pdf?__blob=publicationFile&v=2>, accessed 27 September 2021.

Bartelheimer, Peter; Henke, Jutta; Kaps, Peter; Kotlenga, Sandra; Marquardsen, Kai; Nägele, Barbara; Pagels, Nils; Steckbauer, Jana; Thürling, Marleen; Wagner, Alexandra; Achatz, Juliane; Wenzig, Claudia; Wulf, Helmut; Gonsoir, Annegret; Schrankel, Fabienne; Baumgärtner, Luisa and Bitz, Ansgar, 2015. Evaluation der bundesweiten Inanspruchnahme und Umsetzung der Leistungen für Bildung und Teilhabe: zweiter Zwischenbericht.

<https://www.destatis.de/DE/Themen/Staat/Buerokratiekosten/Publikationen/Downloads-Buerokratiekosten/bildung-teilhabe.pdf;jsessionid=13340C109F4BB9C2D2A9629DC002218C.live741?__blob=publicationFile>, accessed 27 September 2021.

Bartelheimer, Peter; Kaps, Petra; Kotlenga, Sandra; Marquardsen, kai; Pagels, Nils; Achatz, Juliane; Becher, Inna; Wenzig, Claudia; Heinen, Julia; Brinkwerth, Stefanie; Gonsoir, Annegret; Wulf, Helmut and Baumgärtner, Luisa, 2014. Evaluation der bundesweiten Inanspruchnahme und Umsetzung der Leistungen für Bildung und Teilhabe: erster Zwischenbericht. <https://www.sozialpolitik-aktuell.de/files/sozialpolitik-aktuell/_Politikfelder/Sozialstaat/Dokumente/zwischenbericht_bildungs_und_teilhabepaket.pdf>, accessed 27 September 2021.

Bayer, Otmar; von Kries, Rüdiger; Strauss, Angelika; Mitschek, Christine; Toschke, A. Michael; Hose, Alex and Koletzko, Berthold, 2009. Short- and mid-term effects of a setting based prevention program to reduce obesity risk factors in children: A cluster-randomized trial. *Clinical Nutrition Journal*, Volume 28 (2), 122-128. <[https://www.clinicalnutritionjournal.com/article/S0261-5614\(09\)00003-X/fulltext](https://www.clinicalnutritionjournal.com/article/S0261-5614(09)00003-X/fulltext)>, accessed 20 September 2021.

Bayerisches Landesamt für Statistik, 2020. Auch im Jahr 2020 stieg die Zahl der Kinder in Kindertagesbetreuung in Bayern. Press release 04 September 2020. <[https://www.statistik.bayern.de/presse/mitteilungen/2020/pm239/index.html#:~:text=als%20im%20Vorjahr.,Am%201.,\(%2B3%2C8%20Prozent\)](https://www.statistik.bayern.de/presse/mitteilungen/2020/pm239/index.html#:~:text=als%20im%20Vorjahr.,Am%201.,(%2B3%2C8%20Prozent))>, accessed 20 September 2021.

Bengel, Jürgen; Strittmatter, Regine and Willmann, Hildegard, 2001. Was erhält Menschen gesund? Antonovskys Modell der Salutogenese; Diskussionsstand und Stellenwert. <<https://service.bzga.de/pdf.php?id=0ddf4b0628799d2005cc654f15e704b9>>, accessed 20 September 2021.

Bertelsmann Stiftung, 2020b. Kinderarmut: Eine unbearbeitete Großbaustelle. Aktuelle Meldungen, 22 July 2020. <www.bertelsmann-stiftung.de/de/themen/aktuelle-meldungen/2020/juli/kinderarmut-eine-unbearbeitete-grossbaustelle>, accessed 20 August 2021.

Bertelsmann Stiftung, 2012. Die gute gesunde Kita gestalten - Gemeinsames Verständnis entwickeln. 3. Edition, Gütersloh: Bertelsmann Stiftung. <www.bertelsmann-stiftung.de/fileadmin/files/Projekte/11_Kitas_bewegen/guteGesundeKita_Heft1_Verstaendnis_entwickeln.pdf>, accessed 28 August 2021.

Berufsverband der Kinder- und Jugendärzte e.V., 2021. "Nicht auf dem Rücken der Kinder! Schluss mit dem blinden Aktionismus in der Schul- und Familienpolitik!", Press release, 19 March 2021. <www.bvjkj.de/politik-und-presse/nachrichten/140-2021-03-19-nicht-auf-dem-ruecken-der-kinder-schluss-mit-dem-blinden-aktionismus-in-der-schul-und-familienpolitik>, accessed 28 August 2021.

Betz, Tanja; Honig, Michael-Sebastian and Ostner, Ilona, 2017. Parents in the Spotlight, Parenting Practices and Support from a Comparative Perspective. *Journal of Family Research* (11/2016), Opladen: Barbara Budrich.

BKJ, Verband für Kulturelle Bildung, 2021. Definition: Kulturelle Bildung.

<<https://www.bkj.de/grundlagen/was-ist-kulturelle-bildung/definition/>>, accessed 07 September 2021.

BLE, 2021a. TigerKids – Kindergarten aktiv. <<https://www.in-form.de/netzwerk/projekte/tigerkids-kindergarten-aktiv/>, <https://www.in-form.de/in-form/allgemein/>>, accessed 20 September 2021.

BLE, 2021b. Die Initiative IN FORM, <<https://www.in-form.de/in-form/allgemein/>>, accessed 20 September 2021.

BLE, 2021c. Jetzt IN FORM Partner werden. <<https://www.in-form.de/netzwerk/wir-sind-in-form/in-form-partner-werden/>>, accessed 20 September 2021.

BMAS, 2021a. 6. Armuts- und Reichtumsbericht der Bundesregierung, 2021. Lebenslagen in Deutschland. Published by BMAS. <www.armuts-und-reichtumsbericht.de/SharedDocs/Downloads/Berichte/sechster-armuts-reichtumsbericht.pdf?__blob=publicationFile&v=6>, accessed 30 August 2021.

BMAS, 2021b. Dritter Teilhabebericht der Bundesregierung über die Lebenslagen von Menschen mit Beeinträchtigungen. Teilhabe – Beeinträchtigung – Behinderung. <www.bmas.de/SharedDocs/Downloads/DE/Publikationen/a125-21-teilhabebericht.pdf?__blob=publicationFile&v=2>, accessed 28 August 2021.

BMAS, 2021c. Sozialbericht 2021. <www.bmas.de/SharedDocs/Downloads/DE/Publikationen/a101-21-sozialbericht-2021.pdf?__blob=publicationFile&v=3>, accessed 13 October 2021.

BMAS, 2021d. Die Leistungen des Bildungspakets. <www.bmas.de/DE/Arbeit/Grundsicherung-Arbeitslosengeld-II/Bildungspaket/Leistungen/leistungen-bildungspaket_art.html>, accessed 13 October 2021.

BMAS, 2020a. ESF Programme Brochure. <www.bmas.de/SharedDocs/Downloads/EN/PDF-Publikationen/37826e-brochure-esf-funding-period-2014-2020.pdf?__blob=publicationFile&v=1>, accessed 28 August 2021.

BMAS, 2020b. Social Security at a Glance 2020. Federal Ministry of Labour and Social Affairs Division KS 3 Information, Monitoring, Services for Citizens. <www.bmas.de/SharedDocs/Downloads/DE/Publikationen/a998-social-security-at-a-glance-total-summary.pdf?__blob=publicationFile&v=1>, accessed 28 August 2021.

BMAS 2019. Zweiter und dritter Staatenbericht der Bundesrepublik Deutschland zum Übereinkommen der Vereinten Nationen über die Rechte von Menschen mit Behinderungen. <www.gemeinsam-einfach-machen.de/GEM/DE/AS/UN_BRK/Staatenpruefung/Zweite_Staatenpruefung/Bericht.pdf;jsessionid=5BFC47373553F27658EA2017E51F9FAB.2_cid345?__blob=publicationFile&v=4>, accessed 28 August 2021.

BMAS, 2017. Lebenslagen in Deutschland. Der Fünfte Armuts- und Reichtumsbericht der Bundesregierung. <www.armuts-und-reichtumsbericht.de/SharedDocs/Downloads/Berichte/5-arb-langfassung.pdf?__blob=publicationFile&v=6>, accessed 30 August 2021.

BMAS, 2016. Zweiter Teilhabebericht der Bundesregierung über die Lebenslagen von Menschen mit Beeinträchtigungen. Teilhabe – Beeinträchtigung – Behinderung. <<http://www.xn--arbeitskreis-fr-behinderte-c0c.de/dokumente/a125-16-teilhabebericht.pdf>>, accessed 07 September 2021.

BMBF, 2021a. Nachholprogramm - Kinder und Jugendliche nach der Corona-Pandemie stärken. <<https://www.bmbf.de/bmbf/shareddocs/kurzmeldungen/de/kinder-und-jugendliche-nach-der-corona-pandemie-staerken.html>>, accessed 14 October 2021.

BMBF, 2021b. Die Initiative „Schule macht stark“. <www.schule-macht-stark.de/de/die-initiative-schule-macht-stark-1702.html>, accessed 28 August 2021.

BMBF, 2021c. „Kultur macht stark“ geht erneut in die Verlängerung. Press release. <www.buendnisse-fuer-bildung.de/de/kultur-macht-stark-geht-erneut-in-die-verlaengerung-2010.html>, accessed 03 August 2021.

BMBF, 2021d. Kulturelle Bildung. <https://www.bmbf.de/bmbf/de/bildung/kulturelle-bildung/kulturelle-bildung_node.html>, accessed 07 September 2021.

BMBF, 2021e. Kulturelle Bildung für bereits eine Million Kinder und Jugendliche: Programm „Kultur macht stark“ wird verlängert. Press release 156/2021, 29 July 2021.
<<https://www.bmbf.de/bmbf/shareddocs/pressemitteilungen/de/2021/07/290721-Kultur-macht-Stark.html>>, accessed 07 September 2021.

BMBF, 2021f. Förderrichtlinie (2023–2027). <<https://www.buendnisse-fuer-bildung.de/de/foerderrichtlinie-2023-2027-2025.html>>, accessed 15 September 2021.

BMBF, 2021g. „Kultur macht stark. Bündnisse für Bildung“ (2023–2027). Häufig gestellte Fragen zur Förderrichtlinie vom 22.07.2021.
<https://www.bmbf.de/SharedDocs/Publikationen/bekanntmachungen/FAQ_zur_F%C3%B6rderrichtlinie_vom_2021-07-22.pdf?__blob=publicationFile&v=1>, accessed 15 September 2021.

BMBF, 2021h. Jury. <<https://www.buendnisse-fuer-bildung.de/de/jury-1716.html>>, accessed 15 September 2021.

BMBF, 2021i. Förderer und Initiativen. <<https://www.buendnisse-fuer-bildung.de/de/foerderer-und-initiativen-1706.php>>, accessed 15 September 2021.

BMBF, 2019. Schule macht stark. Gemeinsame Initiative von Bund und Ländern zur Unterstützung von Schulen in sozial schwierigen Lagen. <www.bmbf.de/bmbf/shareddocs/downloads/files/schule-macht-stark_bund-laender-vereinbarung.pdf?__blob=publicationFile&v=1>, accessed 03 August 2021.

BMBF, 2018. Kultur macht stark. Bündnisse für Bildung. Programm, Projekte, Akteure.
<https://www.bmbf.de/SharedDocs/Publikationen/de/bmbf/pdf/kultur-macht-stark-buendnisse-fuer-bildung.pdf?__blob=publicationFile&v=2>, accessed 07 September 2021.

BMEL and BMG, 2014. IN FORM Deutschlands Initiative für gesunde Ernährung und mehr Bewegung. Nationaler Aktionsplan zur Prävention von Fehlernährung, Bewegungsmangel, Übergewicht und damit zusammenhängenden Krankheiten. <www.in-form.de/fileadmin/Dokumente/Materialien/IN_FORM-Nationaler_Aktionsplan.pdf>, accessed 20 August 2021.

BMEL Agrar-Presseportal, 2021. Deutschlands Initiative für gesunde Ernährung und mehr Bewegung. <www.agrar-presseportal.de/nachrichten/deutschlands-initiative-fuer-gesunde-ernaehrung-und-mehrbewegung_article30317.html>, accessed 25 August 2021.

BMFSFJ, 2021a. Aktionsprogramm "Aufholen nach Corona für Kinder und Jugendliche, Hintergrundmeldung 27 August 2021. <www.bmfsfj.de/bmfsfj/themen/corona-pandemie/aufholen-nach-corona>, accessed 28 August 2021.

BMFSFJ, 2021b. Fragen und Antworten zum Kinderbonus 2021, Hintergrundmeldung 17 March 2021. <www.bmfsfj.de/bmfsfj/themen/corona-pandemie/finanzielle-unterstuetzung/faq-kinderbonus>, accessed 28 August 2021.

BMFSFJ, 2021c. Kita-Ausbau: Gesetze und Investitionsprogramme, Hintergrundmeldung 30 June 2021. <www.bmfsfj.de/bmfsfj/themen/familie/kinderbetreuung/kita-ausbau-gesetze-und-investitionsprogramme-86394>, accessed 28 August 2021.

BMFSFJ, 2021d. Kindertagesbetreuung Kompakt. Ausbaustand und Bedarf 2020. <www.bmfsfj.de/resource/blob/186070/73e233cd4a65b6ff4c4e5255f35e2d49/kindertagesbetreuung-kompakt-ausbaustand-und-bedarf-2020-data.pdf>, accessed 14 October 2021.

BMFSFJ, 2021e. FAQs zum Bundesprogramm „Sprach-Kitas: Weil Sprache der Schlüssel zur Welt ist“. <<https://sprach-kitas.fruehe-chancen.de/service/faqs/#c2798>>, accessed 28 August 2021.

BMFSFJ, 2021f. 200. QHB-Kurs im Bundesprogramm „ProKindertagespflege“ gestartet. <<https://prokindertagespflege.fruehe-chancen.de/aktuelles/200-qhb-kurs-im-bundesprogramm-prokindertagespflege-gestartet/>>, accessed 29 August 2021.

BMFSFJ, 2021g. Rechtsanspruch auf Ganztagsbetreuung für ab 2026 beschlossen. <<https://www.bmfsfj.de/bmfsfj/aktuelles/alle-meldungen/rechtsanspruch-auf-ganztagsbetreuung-fuer-ab-2026-beschlossen-178826>>, accessed 20 September 2021.

BMFSFJ, 2021h. Unterhaltsvorschussgesetz (UVG) - Einnahmen, Ausgaben und Rückgriffsquoten, <www.bmfsfj.de/daten/daten/unterhaltsvorschussgesetz-uvg-einnahmen-ausgaben-und-rueckgriffsquoten--134716>, accessed 28 August 2021.

BMBFSFJ, 2021i. Allein- oder getrennterziehen - Lebenssituation, Übergänge und Herausforderungen. Monitor Familienforschung 43. <<https://www.bmfsfj.de/bmfsfj/service/publikationen/allein-oder-getrennterziehen-lebenssituation-uebergaenge-und-herausforderungen-184764>>, accessed 02 November 2021.

BMFSFJ, 2020a. Familie heute. Daten. Fakten. Trends. Familienreport 2020. <<https://www.bmfsfj.de/bmfsfj/service/publikationen/familie-heute-daten-fakten-trends-familienreport-2020-163110?view=>>>, accessed 25 August 2021.

BMFSFJ, 2020b. Gute-Kita-Bericht 2020. <www.bmfsfj.de/resource/blob/163400/2f655e00a1a5bbf84ee558a67a4db4ad/gute-kita-bericht-2020-data.pdf>, accessed 27 August 2021.

BMFSFJ, 2020c. Neue Statistik zur Unterstützung Alleinerziehender durch das Unterhaltsvorschussgesetz (UVG). <www.bmfsfj.de/resource/blob/138166/4c4ec28b9ed03cbd5034b773b751d4f7/statistik-unterhaltsvorschussgesetz-data.pdf>, accessed 28 August 2021.

BMFSFJ, 2020d. Kindertagesbetreuung Kompakt. Ausbaustand und Bedarf 2019, Ausgabe 05a. <<https://www.bmfsfj.de/bmfsfj/service/publikationen/kindertagesbetreuung-kompakt-156674>>, accessed 28 August 2021.

BMFSFJ, 2019. Die Jugendstrategie der Bundesregierung. Hintergrundmeldung 02.12.2019. <www.bmfsfj.de/bmfsfj/themen/kinder-und-jugend/jugendbildung/jugendstrategie/jugendstrategie/jugendstrategie-der-bundesregierung-77406>, accessed 25 August 2021.

BMFSFJ, 2018. Gesetz zur Weiterentwicklung der Qualität und zur Teilhabe in der Kindertagesbetreuung. <www.bmfsfj.de/resource/blob/133310/80763d0f167ce2687eb79118b8b1e721/gute-kita-bgbl-data.pdf>, accessed 28 August 2021.

BMFSFJ, 2016. Frühe Bildung weiterentwickeln und finanziell sichern. Zwischenbericht 2016 von Bund und Ländern und Erklärung der Bund-Länder-Konferenz. <www.fruehe-

chancen.de/fileadmin/PDF/Fruehe_Chancen/Bund-Laender-Konferenz/Zwischenbericht_mit_unterschriebener_Erklaerung.pdf>, accessed 28 August 2021.

BMFSFJ, 2008. Monitor Familienforschung. Ausgabe 12, Gutscheine: Gezielte Förderung für Familien. <www.bmfsfj.de/resource/blob/76172/b8bbdad11426b4752a0c908b1bf256f4/monitor-familienforschung-12-data.pdf>, accessed 28 August 2021.

BMG, 2021. Förderung der Kindergesundheit. <www.bundesgesundheitsministerium.de/themen/praevention/kindergesundheit/kindergesundheit.html>, accessed 26 August 2021.

BMG, 2019. Wegeweiser zum gemeinsamen Verständnis von Gesundheitsförderung und Prävention bei Kindern und Jugendlichen in Deutschland. <www.bundesgesundheitsministerium.de/fileadmin/Dateien/5_Publikationen/Praevention/Broschueren/Wegeweiser_2019-08.pdf>, accessed 05 August 2021.

BMG, 2010. Nationales Gesundheitsziel. Gesund aufwachsen. <https://gesundheitsziele.de/cms/medium/1010/Nationales_Gesundheitsziel_Gesund_aufwachsen_2010.pdf>, accessed 30 August 2012.

BMI, 2021a. Soziale Wohnraumförderung. <www.bmi.bund.de/DE/themen/bauen-wohnen/stadt-wohnen/wohnraumfoerderung/soziale-wohnraumfoerderung/soziale-wohnraumfoerderung-node.html>, accessed 26 August 2021.

BMI, 2021b. BMI- Die Wohnraumoffensive. <www.die-wohnraumoffensive.de/wohnraumoffensive/wohngipfel>, accessed 30 August 2021.

BMI, 2021c. Städtebauförderung. <www.staedtebaufoerderung.info/DE/Programme/SozialerZusammenhalt/sozialerzusammenhalt_node.html;jsessionid=991906D903A129BBBF5F766B11914A0F.live11294>, accessed 26 August 2021.

Böhm, Katharina, 2017. Kommunale Gesundheitsförderung und Prävention. Elemente, Potentiale und Hemmnisse einer präventiven und gesundheitsförderlichen kommunalen Gesundheitspolitik. Zeitschrift für Sozialreform (63), DOI: 10.1515/zsr-2017-0014.

Brand, Tilman and Jungmann, Tanja, 2013. Kinder schützen, Familien stärken. Erfahrungen und Empfehlungen für die Ausgestaltung Früher Hilfen aus der „Pro Kind“-Praxis- und -Forschung. Weinheim Basel: Beltz Juventa Verlag.

BRISE Bremen, 2021a. Was ist BRISE. <www.brise-bremen.de/#was-ist-BRISE>, accessed 25 August 2021.

BRISE Bremen, 2021b. Hintergrund und Ansatz von BRISE. <<https://www.brise-bremen.de/wissenschaft/>>, accessed 13 September 2021.

BRISE Bremen, 2018. Bremer Initiative zur Stärkung frühkindlicher Entwicklung. Konzeptpapier. <<https://familiennetz-bremen.de/wp-content/uploads/2018/04/Factsheet-2018.pdf>>, accessed 08 September 2021.

Brunnett, Regina; Dieterich, Anja; Geene, Raimund; Gerlinger, Thomas; Hahn, Daphne; Herrmann, Markus; Kümpers, Susanne; Lenhardt, Uwe and Ottovay, Kathrin, 2018. Die Kommune als Akteur in der Gesundheitspolitik“. Die Kommune als Ort der Gesundheitsproduktion. Jahrbuch für kritische Medizin und Gesundheitswissenschaften, Argument Verlag.

BuG NRW, Bildung und Gesundheit NRW, 2021a. Die Träger des Landesprogramms. <<https://www.bug-nrw.de/landesprogramm/traeger>>, accessed 25 September 2021.

BuG NRW, Bildung und Gesundheit NRW, 2021b. Statistik BuG-Schulen. <www.bug-nrw.de/bug-schulen/statistik-bug-schulen>, accessed 25 September 2021.

BuG NRW, Bildung und Gesundheit NRW, 2021c. BuG-Screening. <www.bug-nrw.de/landesprogramm/evaluation/bug-screening>, accessed 25 September 2021.

BuG NRW, Bildung und Gesundheit NRW, 2021d. IQES-Qualitätstableau. <<https://www.bug-nrw.de/landesprogramm/iqes/iqes-qualitaetstableau>>, accessed 25 September 2021.

BuG NRW, Bildung und Gesundheit NRW, 2021e. Förderkriterien. <<https://www.bug-nrw.de/landesprogramm/massnahmen-antragsverfahren/foerderkriterien>>, accessed 25 September 2021.

BuG NRW, Bildung und Gesundheit NRW, 2017. Konzept des Landesprogramms Bildung und Gesundheit NRW ab 01.08.2017. <www.bug-nrw.de/fileadmin/web/Landesprogramm/Konzept.pdf>, accessed 25 September 2021.

Bündnisse für Bildung, 2021. Jury. <www.buendnisse-fuer-bildung.de/de/jury-1716.html>, accessed 20 August 2021.

Bundesagentur für Arbeit, 2020a. Kinder in Bedarfsgemeinschaften - Deutschland, West/Ost, Länder und Kreise (Monatszahlen). <https://statistik.arbeitsagentur.de/SiteGlobals/Forms/Suche/Einzelheftsuche_Formular.html?nn=20656&topic_f=kinder>, accessed 26 August 2021.

Bundesagentur für Arbeit, 2020b. Grundsicherung für Arbeitssuchende (SGB II). <https://statistik.arbeitsagentur.de/Statistikdaten/Detail/202012/iiia7/kinder/kinder-d-0-202012-xlsm.xlsm?__blob=publicationFile&v=2>, accessed 08 September 2021.

Bundesgesetzblatt, 2021. Gesetz zur Änderung des Gesetzes über Finanzhilfen des Bundes zum Ausbau des Tagesbetreuung für Kinder und zur Änderung weiterer Gesetze (Kitafinanzhilfenänderungsgesetz – KitaFinHÄndG). 25 June 2021. <www.bgbl.de/xaver/bgbl/start.xav?startbk=Bundesanzeiger_BGBI&jumpTo=bgbl121s2020.pdf>, accessed 20 August 2021.

Bundesrechnungshof, 2020. Promotion of childcare: Federal co-funding worth billions of euros continued since no programme evaluation has been conducted. <www.bundesrechnungshof.de/en/audit-reports/products/annual-reports/2020-annual-report/audit-findings-on-federal-government-departments-and-agencies/federal-ministry-for-family-affairs-senior-citizens-women-and-youth/2020-17>, accessed 20 August 2021.

Bundesverfassungsgericht, 2010. Leitsätze zum Urteil des Ersten Senats. 9 February 2020. <www.bundesverfassungsgericht.de/SharedDocs/Downloads/DE/2010/02/ls20100209_1bvl000109.pdf?__blob=publicationFile&v=1>, accessed 20 August 2021.

butenunbinnen, 2021. Anteil von Menschen mit Migrationshintergrund in Bremen am höchsten. <<https://www.butenunbinnen.de/nachrichten/gesellschaft/migrationshintergrund-bremen-bundesweit-100.html>>, accessed 14 September 2021.

BzGA, Bundeszentrale für gesundheitliche Aufklärung, 2021. Kinder- und Jugendgesundheit. <<https://www.bzga.de/was-wir-tun/kinder-und-jugendgesundheit/>>, accessed 25 September 2021.

Cadima, Joana; Nata, Gil; Evangelou, M. and Anders, Yvonne, 2018. Inventory and analysis of promising and evidence-based parent- and family-focused support programs. <http://archive.isotis.org/wp-content/uploads/2018/06/ISOTIS_D3.2-Inventory-and-Analysis-of-Promising-and-Evidence-based-Parent-and-Family-Focused-Support-Programs.pdf>, accessed 08 September 2021.

Caritas, 2021. 45 Jahre sparen für ein Tablet. <www.caritas-nrw.de/magazin/2021/artikel/45-jahre-sparen-fuer-ein-tablet-55caca32-9324-4bde-8bf6-f5189d0861e9>, accessed 30 August 2021.

Dachverband Berliner Kinder- und Schülerläden e.V., 2021. Kitagutscheine Berlin - Häufige Fragen. <www.kitagutschein-berlin.de/eltern/haeufigefragen/index.html#53891899610b67104>, accessed 24 August 2021.

Debertin, Hildegard, 2016. Das Projekt TigerKids. Ein Erfolgsbeispiel für sektorübergreifende Kooperation zur Gesundheitsprävention. In: Zimmer, A. and Hallmann, T. (eds.), Nonprofit-Organisationen vor neuen Herausforderungen, Springer VS, Wiesbaden. <https://link.springer.com/chapter/10.1007/978-3-658-10587-7_29>, accessed 20 September 2021.

Deutscher Bildungsserver, 2021. Ausführungsgesetze der Länder zu Tageseinrichtungen für Kinder (Kitagesetze). <<https://www.bildungsserver.de/Kitagesetze-der-Bundeslaender-1899-de.html>>, accessed 24 August 2021.

Deutscher Bundestag, 2019a. Sachstand. Schulpflicht und Gestaltung des Schulwesens Zulässigkeit der Verpflichtung von Schülern zu gesellschaftlichem oder sozialem Engagement. Wissenschaftliche Dienste. <www.bundestag.de/resource/blob/678442/22ae33f7a7612a3560dfba57dd5a4549/WD-3-259-19-pdf-data.pdf>, accessed 30 August 2021.

Deutscher Bundestag, 2019b. Sachstand. Recht auf Wohnen Ausgestaltung und Rechtswirkung in den Verfassungen der Bundesländer und der EU-Mitgliedstaaten. Wissenschaftliche Dienste. <www.bundestag.de/resource/blob/651544/50f6cb8ef28a8b472f0fa00add53d78a/WD-3-120-19-pdf-data.pdf>, accessed 30 August 2021.

Deutscher Bundestag, 2019c. Antwort der Bundesregierung auf die Kleine Anfrage der Abgeordneten Caren Lay, Dr. Gesine Löttsch, Lorenz Gösta Beutin, weiterer Abgeordneter und der Fraktion DIE LINKE. Drucksache 19/12348. <<https://dserver.bundestag.de/btd/19/127/1912786.pdf>>, accessed 30 August 2021.

Deutscher Familienverband, 2017. Bezahlbares und familiengerechtes Wohnen. Position paper. <www.deutscher-familienverband.de/wp-content/uploads/2020/02/170223_Bezahlbares-und-familiengerechtes-Wohnen.pdf>, accessed 30 August 2021.

Deutsches Institut für Menschenrechte, 2019. Welchen Zugang haben geflüchtete Kinder zu Schulen? <<https://landkarte-kinderrechte.de/maps/zugang-schulen.html>>, accessed 15 August 2021.

Deutsches Jugendinstitut, 2021a. Studie zur Entwicklung von Ganztagschulen (StEG). <www.dji.de/ueber-uns/projekte/projekte/studie-zur-entwicklung-von-ganztagschulen-steg.html>, accessed 18 August 2021.

Deutsches Jugendinstitut, 2021b. Hippy (Home Instruction Program for Preschool Youngsters). Veröffentlichungen. <<https://www.dji.de/ueber-uns/projekte/projekte/hippy/veroeffentlichungen.html>>, accessed 13 September 2021.

Deutsches Jugendinstitut, 2020. DJI-Kinder- und Jugendmigrationsreport 2020. Datenanalyse zur Situation junger Menschen in Deutschland. <https://www.dji.de/fileadmin/user_upload/dasdji/news/2020/DJI_Migrationsreport_2020.pdf>, accessed 15 September 2021.

Deutsches Jugendinstitut, 2017. Straßenjugendliche in Deutschland. Forschungsergebnisse und Empfehlungen. <www.dji.de/fileadmin/user_upload/bibs2017/25865_beierle_hoch_strassenjugendliche.pdf>, accessed 12 October 2021.

Deutsches Jugendinstitut, 2004. Opstapje – Evaluation. Wissenschaftliche Begleitung und Evaluation des Frühförderprogrammes. <<https://www.dji.de/ueber-uns/projekte/projekte/opstapje-evaluation.html>>, accessed 13 September 2021.

Deutsches Kinderhilfswerk, 2021. Hintergrundinformation - Die Ernährungssituation von Kindern in Deutschland. <<https://www.dkhw.de/schwerpunkte/kinderarmut-in-deutschland/gesunde-ernaehrung/ernaehrungssituation-von-kindern-in-deutschland/>>, accessed 20 September 2021.

Deutsches Kinderhilfswerk, 2018. Länderabfrage 2018. <www.dkhw.de/fileadmin/Redaktion/1_Unsere_Arbeit/1_Schwerpunkte/2_Kinderrechte/2.25_Kinderrechte-Index_alle-Dokumente/Dokumente_Laenderabfragen/laenderabfragen_beschulung-gefluechtete-kinder.pdf>, accessed 10 August 2021.

Deutsche Kinder- und Jugendstiftung, 2021. Schulaufsicht in Nordrhein-Westfalen. <<https://www.schulaufsicht.de/selbstverstaendnis/blick-in-die-bundeslaender/schulaufsicht-in-nordrhein-westfalen>>, accessed 29 September 2021.

DeZIM-Institut, Deutsches Zentrum für Integrations- und Migrationsforschung, 2021. Der digitale Gewaltschutzmonitor für Geflüchtetenunterkünfte. <https://dezim-institut.de/fileadmin/user_upload/Projekte/Monitoring_Gewaltschutz/Schutzmonitoring_infoblatt_A5_201209_RZ.pdf>, accessed 12 October 2021.

DeZIM-Institut, Deutsches Zentrum für Integrations- und Migrationsforschung, 2020. Gewaltschutzmonitor. Monitoring eines Schutzkonzeptes für geflüchtete Menschen in Flüchtlingsunterkünften. <www.dezim-institut.de/fileadmin/user_upload/Projekte/Monitoring_Gewaltschutz/Gewaltschutzmonitor_Fragebogen_Dez_2020_final.pdf>, accessed 21 October 2021.

DGE, Deutsche Gesellschaft für Ernährung e.V., 2021. Ernährung von Kindern und Jugendlichen. <<https://www.dge.de/ernaehrungspraxis/bevoelkerungsgruppen/kinder-jugendliche/>>, accessed 20 September 2021.

DVV, Deutscher Volkshochschul-Verband e.V., 2021a. talentCAMPus - Das Konzept. <https://www.volkshochschule.de/verbandswelt/projekte/talentcampus/talentCAMPus_Konzept.php>, accessed 15 September 2021.

DVV, Deutscher Volkshochschul-Verband e.V., 2021b. talentCAMPus – Medien & Kunst. <https://www.volkshochschule.de/verbandswelt/projekte/talentcampus/projektberichte/projektseite_vhshalle.php>, accessed 15 September 2021.

Engels, Dietrich and Thielebein, Christiane, 2010. Zusammenhang von sozialer Schicht und Teilnahme an Kultur-, Bildungs- und Freizeitangeboten für Kinder und Jugendliche. Schlussbericht. <https://www.armuts-und-reichtumsbericht.de/SharedDocs/Downloads/Berichte/zusammenhang-soziale-schicht-teilnahme.pdf;jsessionid=66C0C38F91506D5204127D3631D8B82E?__blob=publicationFile&v=3>, accessed 10 September 2021.

ESF, European Social Fund, 2021a. Elternchance II - Familien früh für Bildung gewinnen. <www.esf.de/portal/DE/ESF-2014-2020/F%C3%B6rderprogramme/bmfsfj/elternchance-II.html>, accessed 25 August 2021.

ESF, European Social Fund, 2021b. ESF-Bundesprogramm Akti(F) - Aktiv für Familien und ihre Kinder. <www.esf.de/portal/DE/ESF-2014-2020/F%C3%B6rderprogramme/bmas/aktiv.html>, accessed 25 August 2021.

ESF, European Social Fund, 2021c. ESF-Bundesprogramm Berufseinstiegsbegleitung. <www.esf.de/portal/DE/ESF-2014-2020/F%C3%B6rderprogramme/bmas/berufseinstiegsbegleitung.html>, accessed 25 August 2021.

ESF, European Social Fund, 2021d. JUGEND STÄRKEN im Quartier – JUSTiQ. <www.esf.de/portal/DE/ESF-2014-2020/F%C3%B6rderprogramme/bmfsfj/justiq-jugend-staerken.html>, accessed 25 August 2021.

EU Reception Directive (EU-Aufnahmerichtlinie). Richtlinie 2013/33/EU Des Europäischen Parlaments und des Rates from 26 June 2013. <<https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:180:0096:0116:DE:PDF>>, accessed 30 September 2021.

Eurochild 2020. Growing up in lockdown: Europe's children in the age of COVID-19. 2020 Eurochild Report. <https://www.agj.de/fileadmin/user_upload/FA/II/Eurochild_2020_Report_Final_Version__002_.pdf>, accessed 26 August 2021.

European Commission, 2021a. Fund for European Aid to the Most Deprived (FEAD). <<https://ec.europa.eu/social/main.jsp?catId=1089#:~:text=The%20Fund%20for%20European%20Aid,e.g.%20shoes%2C%20soap%20and%20shampoo>>, accessed 26 August 2021.

European Commission, 2021b. Commission Staff Working Document, Proposal for a Council Recommendation establishing a European Child Guarantee. <<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52021SC0062&qid=1616838338916>>, accessed 25 September 2021.

European Commission, 2020. Educational inequalities in Europe and physical school closures during COVID-19. <ec.europa.eu/jrc/sites/default/files/fairness_pb2020_wave04_covid_education_jrc_i1_19jun2020.pdf>, accessed 26 August 2021.

European Union, 2013. Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 laying down standards for the reception of applicants for international protection (recast). <<https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:180:0096:0116:DE:PDF>>, accessed 20 September 2021.

Eurostat, 2021a. At-risk-of-poverty rate by poverty threshold, age and sex – EU_SILC and ECHP surveys. <<https://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>>, accessed 26 August 2021.

Eurostat, 2021b. Glossary: At risk of poverty or social exclusion (AROPE). <[https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:At_risk_of_poverty_or_social_exclusion_\(AROPE\)](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:At_risk_of_poverty_or_social_exclusion_(AROPE))>, accessed 26 August 2021.

Eurostat, 2021c. People at risk of poverty or social exclusion by age and sex. <https://ec.europa.eu/eurostat/databrowser/view/ILC_PEPS01__custom_1512034/default/table?lang=en>, accessed 04 November 2021.

Eurostat, 2019. Children at risk of poverty and social exclusion. <https://ec.europa.eu/eurostat/statistics-explained/images/8/8d/Children_AROPE_2019data-01.jpg>, accessed 26 August 2021.

Fachkräfteportal der Kinder- und Jugendhilfe, 2021. Breite Allianz fordert Einführung der Kindergrundsicherung. <www.jugendhilfeportal.de/politik/sozialpolitik/artikel/breite-allianz-fordert-

ein fuehrung-der-kindergrundsicherung/?pk_source=Newsletter&pk_medium=E-Mail&pk_keyword=Breite%20Allianz%20fordert%20Einf%C3%BChrung%20der%20Kindergrundsicherung&chash=d08bf48f94b238c222ba598b89bac27d&pk_campaign=&utm_campaign=&utm_medium=E-Mail&utm_source=Newsletter>, accessed 26 August 2021.

Familienkasse Direktion, 2021. Jahreszahlen 2020. <https://statistik.arbeitsagentur.de/Statistikdaten/Detail/202012/famka/famka-jz/famka-jz-d-0-202012-pdf.pdf?__blob=publicationFile&v=2>, accessed 04 November 2021.

Federal Republic of Germany, Sozialgesetzbuch Zweites Buch (SGB II) of 01 January 2005.

Federal Republic of Germany, Sozialgesetzbuch Fünftes Buch (SGB V) of 01 January 1989.

Federal Republic of Germany, Sozialgesetzbuch Siebtes Buch (SGB VII) of 01 January 1997.

Federal Republic of Germany, Sozialgesetzbuch Ahtes Buch (SGB VIII) of 03 October 1990/ 01 January 1991.

Federal Republic of Germany, Sozialgesetzbuch Neuntes Buch (SGB IX) of 01 July 2001.

Federal Republic of Germany, Sozialgesetzbuch Zwölftes Buch (SGB XII) of 01 January 1997.

Federal Republic of Germany, Asylbewerberleistungsgesetz (AsylbLG) of 01 November 1993.

Federal Republic of Germany, Asylgesetz (AsylG) of 01. August 1982.

Freie Hansestadt Bremen, 2021a. Anmeldung eines Kindes in der Krippe, dem Kindergarten oder bei der Tagespflege / Kita-Pass. <<https://www.service.bremen.de/anmeldung-eines-kindes-in-der-krippe-dem-kindergarten-oder-bei-der-tagespflege-kita-pass-43646>>, accessed 07 September 2021.

Freie Hansestadt Bremen, 2021b. Ein gemeinsamer Bildungsplan für Kitas und Grundschulen im Land Bremen. <<https://www.bildung.bremen.de/detail.php?gsid=bremen117.c.164724.de>>, accessed 13 September 2021.

Freie Hansestadt Bremen, 2020. Vorlage für die Sitzung des Senats am 01.09.2020: Information des Senats zur Langzeitstudie Bremer Initiative zur Stärkung frühkindlicher Entwicklung (BRISE) und deren Umsetzung in Bremen.

<www.soziales.bremen.de/sixcms/media.php/13/20200901_Langzeitstudie_Staerkung%20fruehkindliche_Entwicklung_BRISE.pdf>, accessed 13 September 2021.

Friedrich-Ebert-Stiftung, 2021. „Aufholen nach Corona“ Empfehlungen zur Umsetzung des Aktionsprogramms. Stellungnahme einer Autor_innengruppe der Friedrich-Ebert-Stiftung, 02 June 2021. <<http://library.fes.de/pdf-files/a-p-b/17969.pdf>>, accessed 27 September 2021.

García, Jorge L.; Heckman, James J.; Leaf, Duncan E. and Prados, María J., 2016. The life-cycle benefits of an influential early childhood program. National Bureau of Economic Research Working Paper Series (22993). <<https://www.nber.org/papers/w22993.pdf>>, accessed 08 September 2021.

Gesundheitsamt Bremen, 2021. 13 Jahre TIPPTAPP. Praxisbericht. <www.gesundheitsamt.bremen.de/sixcms/media.php/13/3_GBE_Praxisbericht_TIPP%20TAPP_28.pdf>, accessed 15 September 2021.

GKV-Bündnis, GKV-Bündnis für Gesundheit, 2021. Das Kommunale Förderprogramm. <www.gkv-buendnis.de/foerderprogramm/foerderangebote-im-ueberblick>, accessed 26 August 2021.

Goth, Günther G. and Severing, Eckart, 2016. Asylsuchende und Flüchtlinge in Deutschland: Erfassung und Entwicklung von Qualifikationen für die Arbeitsmarktintegration. Bertelsmann, Bielefeld.

<https://www.wbv.de/shop/themenbereiche/bildungs-und-sozialforschung/shop/detail/name/_/0/1/6004517/facet/6004517////////nb/0/category/213.html, accessed 27 September 2021.

Gute Kita portal, 2021. Weniger Gebühren. <www.gute-kita-portal.de/handlungsfelder/weniger-gebuehren>, accessed 26 August 2021.

Hammerstein, Svenja; König, Christoph; Dreisörner, Thomas and Frey, Andreas, 2021. Effects of COVID-19 related school closures on student achievement. A systematic review.

<<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC8481663/>>, accessed 26 August 2021.

HCU, HafenCity University Hamburg, 2015. Maro Temm - Ein Wohnprojekt mit Sinti in Kiel.

<<https://repos.hcu-hamburg.de/handle/hcu/282?mode=full&locale=de>>, accessed 26 August 2021.

Heyn, Timo; Braun, Reiner and Grade, Jan, 2013. Wohnungsangebot für arme Familien in Großstädten. Eine bundesweite Analyse am Beispiel der 100 einwohnerstärksten Städte. Bertelsmann Stiftung.

<www.bertelsmann-stiftung.de/fileadmin/files/BSt/Publikationen/GrauePublikationen/GP_Wohnungsangebot_fuer_arme_Familien_in_Grossstaedten.pdf>, accessed 26 August 2021.

Holz, Gerda and Richter-Kornweitz, Antje, 2020. Corona-Chronik. Gruppenbild ohne (arme) Kinder. Eine Streitschrift. <www.nifbe.de/images/nifbe/Aktuelles_Global/2020/Coronachronik_Streitschrift_final.pdf>, accessed 26 August 2021.

Ifo Institut, 2020. Covid-19-Krise: Für das Jahr 2020 ist mit keinem Anstieg der Einkommensungleichheit in Deutschland zu rechnen. Ifo Schnelldienst digital 2020. <www.ifo.de/publikationen/2020/aufsatz-zeitschrift/covid-19-krise-fuer-das-jahr-2020-ist-mit-keinem-anstieg-der>, accessed 26 August 2021.

Institut SÖSTRA, IAW and defacto, 2020. Monitoring und Evaluation des Europäischen Hilfsfonds für die am stärksten benachteiligten Personen (EHAP). Abschlussbericht.

<https://www.bmas.de/SharedDocs/Downloads/DE/Internationales/ehap-abschlussbericht.pdf?__blob=publicationFile&v=1>, accessed 26 August 2021.

IQES, 2021. IQES-Handbuch der guten gesunden Schule.

<<https://www.iqesonline.net/schulentwicklung/iqes-modell/iqes-handbuch-der-guten-gesunden-schule/>>, accessed 29 September 2021.

IW Köln, 2020. Stabil durch die Krise. Verteilungsfolgen der Corona-Pandemie - eine

Mikrosimulationsanalyse. Report 65/2020. <www.iwkoeln.de/studien/martin-beznoska-judith-niehues-maximilian-stockhausen-verteilungsfolgen-der-corona-pandemie-eine-mikrosimulationsanalyse.html>, accessed 26 August 2021.

Jessen, Jonas; Spieß, Katharina C.; Waights, Sevrin and Judy, Andrew, 2020. Gründe für unterschiedliche Kita-Nutzung von Kindern unter drei Jahren sind vielfältig.

<https://www.diw.de/documents/publikationen/73/diw_01.c.745631.de/20-14-1.pdf>, accessed 25 September 2021.

Jessen, Jonas; Schmitz, Sophia; Spieß, Katharina C. and Waights, Sevrin, 2018. Kita-Besuch hängt trotz ausgeweitetem Rechtsanspruch noch immer vom Familienhintergrund ab. DIW Wochenbericht 38, 825-835.

<https://www.diw.de/de/diw_01.c.598474.de/publikationen/wochenberichte/2018_38_1/kita-

besuch_haengt_trotz_ausgeweitetem_rechtsanspruch_noch_immer_vom_familienhintergrund_ab.html>, accessed 08 September 2021.

Jordan, Erwin and Lindner, Eva, 2008. Wege zum Familienzentrum Nordrhein-Westfalen. Eine Handreichung. <https://www.early-excellence.de/binaries/addon/43_familienzentrum_handreichung.pdf>, accessed 26 August 2021.

Jugend- und Familienministerkonferenz, 2017. TOP 7.1 Frühe Bildung weiter entwickeln und finanziell sichern – Eckpunkte für ein Qualitätsentwicklungsgesetz. <www.fruehe-chancen.de/fileadmin/PDF/Fruehe_Chancen/TOP_7-1_Fruehe_Bildung_Eckpunkte-QE-Gesetz_Beschluss.pdf>, accessed 30 August 2021.

Keuchel, Susanne, 2013. mapping//kulturelle-bildung. <https://www.stiftung-mercator.de/content/uploads/2020/12/Keuchel_mapping_kulturelle-bildung.pdf>, accessed 07 September 2021.

Koletzko, Berthold, 2013. Vom Pilotprojekt zum anerkannten Präventionsprojekt in Kindergärten. https://www.dkfz.de/de/tabakkontrolle/download/Deutsche_Konferenzen_fuer_Tabakkontrolle/11_Deutsche_Konferenz_fuer_Tabakkontrolle/Hildegard_Debertin_Praesentation_TigerKids_2013.pdf, accessed 20 September 2021.

Kultusministerkonferenz, 2021. Allgemeinbildende Schulen in Ganztagsform in den Ländern in der Bundesrepublik Deutschland - Statistik 2015 bis 2019. <www.kmk.org/fileadmin/Dateien/pdf/Statistik/Dokumentationen/GTS_2019_Bericht.pdf>, accessed 30 August 2021.

Kultusministerkonferenz, 2006. Bericht über die allgemeinbildenden Schulen in Ganztagsform in den Ländern in der Bundesrepublik Deutschland, 2002 bis 2004. <www.kmk.org/fileadmin/pdf/Statistik/GTS_2004.pdf>, accessed 13 October 2021.

Kuntz, Benjamin; Waldhauer, Julia; Zeiher, Johannes; Finger, Jonas D. and Lampert, Thomas, 2018. Soziale Unterschiede im Gesundheitsverhalten von Kindern und Jugendlichen in Deutschland – Querschnittergebnisse aus KiGGS Welle 2. *Journal of Health Monitoring* 2018 3(2). <https://www.rki.de/DE/Content/Gesundheitsmonitoring/Gesundheitsberichterstattung/GBEDownloadsJ/Focus/JoHM_02_2018_Unterschiede_Gesundheitsverhalten_KiGGS-Welle2.pdf?__blob=publicationFile>, accessed 25 September 2021.

Lampert, Thomas; Prütz, Franziska; Rommel, Alexander and Kuntz, Benjamin, 2018. Soziale Unterschiede in der Inanspruchnahme medizinischer Leistungen von Kindern und Jugendlichen in Deutschland – Querschnittergebnisse aus KiGGS Welle 2. *Journal of Health Monitoring* 2018 3(4). <www.rki.de/DE/Content/Gesundheitsmonitoring/Gesundheitsberichterstattung/GBEDownloadsJ/Focus/JoHM_04_2018_Soziale_Unterschiede_Inanspruchnahme_KiGGS-Welle2.pdf?__blob=publicationFile>, accessed 25 September 2021.

Lampert, Thomas; Müters, Stephan; Stolzenberg, Heribert and Kroll, Lars E., 2014. Messung des sozioökonomischen Status in der KiGGS-Studie - Erste Folgebefragung (KiGGS Welle 1). *Bundesgesundheitsblatt* 2014 (57):762–770. <<https://edoc.rki.de/bitstream/handle/176904/1889/28B0RAYr9XdWs.pdf?sequence=1&isAllowed=y>>, accessed 25 September 2021.

Landesportal Nordrhein-Westfalen, 2021. Ministerin Gebauer: Ein starkes Hilfspaket für Kinder und Familien mit großen Belastungen in dieser Zeit. Press release, 15 February 2021. <www.land.nrw/de/pressemitteilung/ministerin-gebauer-ein-starkes-hilfspaket-fuer-kinder-und-familien-mit-grossen>, accessed 24 August 2021.

Ländermonitor, 2021. Kindertagespflege-Strukturen. <www.laendermonitor.de/de/vergleich-bundeslaender-daten-2/kindertagespflege/einrichtungen/kindertagespflege-strukturen>, accessed 24 August 2021.

Laubstein, Claudia; Holz, Gerda and Seddig, Nadine, 2016. Armutsfolgen für Kinder und Jugendliche: Erkenntnisse aus empirischen Studien in Deutschland. Bertelsmann Stiftung. <https://www.bertelsmann-stiftung.de/fileadmin/files/BSt/Publikationen/GrauePublikationen/Studie_WB_Armutsfolgen_fuer_Kinder_und_Jugendliche_2016.pdf>, accessed 24 August 2021.

Library of Congress, 2019. Germany: First Agreement to Implement "Good Daycare Act" Concluded. <www.loc.gov/item/global-legal-monitor/2019-04-30/germany-first-agreement-to-implement-good-day-care-act-concluded/>, accessed 27 August 2021.

LZG NRW, 2021. Gesundheitsförderung und Prävention in NRW. <https://www.lzg.nrw.de/ges_foerd/kgc/grundlagen/gf_in_praev/index.html>, accessed 29 September 2021.

Mediendienst Integration, 2021. Sinti und Roma. <<https://mediendienst-integration.de/gruppen/sinti-roma.html>>, accessed 29 August 2021.

Meysen, Thomas and Schönecker, Lydia 2019. Schutz begleitet geflüchteter Kinder und Jugendlicher. Sozial- und humanwissenschaftlicher Forschungsstand und die Rahmenbedingungen in Deutschland. Expertise. Save the Children Deutschland e.V., Plan Deutschland e.V. <https://www.gewaltschutz-gu.de/fileadmin/user_upload/PDFs/SOCLES_Schutz_begleitet_gefluechteter_Kinder_Expertise.pdf>, accessed 25 September 2021.

Ministerium für Bildung, Jugend und Sport Brandenburg, 2021a. Kindertagesbetreuung. <<https://mbjs.brandenburg.de/kinder-und-jugend/kindertagesbetreuung.html#:~:text=Rund%20183.000%20M%C3%A4dchen%20und%20Jungen,sind%20in%20der%20Tagespflege%20untergebracht>>, accessed 29 August 2021.

Ministerium für Bildung, Jugend und Sport Brandenburg, 2021b. Landesprogramm „Kiez-Kita – Bildungschancen eröffnen“. <<https://mbjs.brandenburg.de/kinder-und-jugend/kindertagesbetreuung/kiez-kita.html>>, accessed 27 August 2021.

Ministerium für Ernährung, ländlichen Raum und Verbraucherschutz Baden-Württemberg, 2021. Konkrete Umsetzungsbeispiele der Ernährungsstrategie. <<https://machs-mahl.de/Lde/Startseite/Ernaehrungsstrategie+BW/Umsetzung>>, accessed 29 August 2021.

Ministerium für Schule und Bildung NRW, 2021. Das Schulwesen in Nordrhein-Westfalen aus quantitativer Sicht, 2020/21, Statistische Übersicht Nr. 413 <www.schulministerium.nrw/system/files/media/document/file/quantita_2020.pdf>, accessed 25 September 2021.

Ministerium für Soziales, Gesundheit, Frauen und Familie Saarland, 2021. Förderprogramm zur Bekämpfung von Kinderarmut erfolgreich – Anträge weiterhin möglich, Press release, 18 May 2021. <www.saarland.de/msgff/DE/aktuelles/aktuelle-meldungen/aktuelle-meldungen_2021/aktuelle-meldungen_2021-05/aktuelle-meldungen_20210518_kinderarmut.html>, accessed 22 August 2021.

Mühleib, Moritz; Nachtsheim, Kathrin; Schütte, Ann-Kathrin; Stöcker, Laura and Wende, Martina, 2020. Studie zur Ausgestaltung der Elternbeiträge in Deutschland. <https://www.fruehe-chancen.de/fileadmin/PDF/Fruehe_Chancen/Elternbeitraege/210223_FC_Studie_Elternbeitraege_bf.pdf>, accessed 26 August 2021.

Nadeau, Kristen J.; Maahs, David M.; Daniels, Stephen R. and Eckel, Robert H., 2011. Childhood obesity and cardiovascular disease: links and prevention strategies. *Nature Reviews Cardiology* (8), 513-525. <<https://www.nature.com/articles/nrcardio.2011.86>>, accessed 20 September 2021.

Nader, Philip R.; O'Brien, Marion; Houts, Renate; Bradley, Robert; Belsky, Jay; Crosnoe, Robert; Friedman, Sarah; Mei, Zuogo and Susman, Elizabeth J., 2006. Identifying risk for obesity in early childhood, *Pediatrics* 118(3), 594-601. <<https://pubmed.ncbi.nlm.nih.gov/16950951/>>, accessed 20 September 2021.

NZFH, Nationales Zentrum Frühe Hilfen, 2021. Bundesinitiative Frühe Hilfen. <www.fruehehilfen.de/grundlagen-und-fachthemen/grundlagen-der-fruehen-hilfen/bundesstiftung-fruehehilfen/bundesinitiative-fruehehilfen/>, accessed 26 August 2021.

NZFH, Nationales Zentrum Frühe Hilfen, 2020. Frühe Hilfen für Familien in Armutslagen. Empfehlungen. Beitrag des NZFH-Beirats. Köln. <https://www.fruehehilfen.de/fileadmin/user_upload/fruehehilfen.de/pdf/Publikation-NZFH-Kompakt-8-Beirat-Fruehe-Hilfen-fuer-Familien-in-Armutslagen.pdf>, accessed 08 September 2021.

OECD, Organisation for Economic Co-operation and Development, 2019. Deutschland – Ländernotiz – Ergebnisse PISA 2018. <https://www.oecd.org/pisa/publications/PISA2018_CN_DEU_German.pdf>, accessed 07 September 2021.

OECD, Organisation for Economic Co-operation and Development, 2011. Doing better for families. <<https://www.oecd.org/social/soc/doingbetterforfamilies.htm>>, accessed 25 September 2021.

Off Road Kids, 2021. Situation Straßenkinder, junge Obdachlose und von Obdachlosigkeit bedrohte junge Menschen in Deutschland. <<https://offroadkids.de/taetigkeiten-ergebnisse/situation?offroad-kids/spende>>, accessed 16 August 2021.

Poethko-Müller, Christina; Kunst, Benjamin; Lampert, Thomas and Neuhauser, Hannelore, 2018. Die allgemeine Gesundheit von Kindern und Jugendlichen in Deutschland – Querschnittergebnisse aus KiGGS Welle 2 und Trends. *Journal of Health Monitoring* 2018 3(1). <https://www.rki.de/DE/Content/Gesundheitsmonitoring/Gesundheitsberichterstattung/GBEDownloadsJ/FactSheets/JoHM_01_2018_allgemeine_Gesundheit_KiGGS-Welle2.pdf?__blob=publicationFile>, accessed 25 September 2021.

Präventionsketten Niedersachsen, 2021. Unser Programm. Präventionsketten Niedersachsen: Gesund aufwachsen für alle Kinder. <www.praeventionsketten-nds.de/unser-programm/>, accessed 26 August 2021. Pressestelle des Senats Bremen, 2021. Langzeitstudie BRISE zur frühkindlichen Förderung geht in die zweite Förderphase. <www.senatspressestelle.bremen.de/pressemitteilungen/langzeitstudie-prise-zur-fruehkindlichen-foerderung-geht-in-die-zweite-foerderung-355286?asl=bremen02.c.732.de>, accessed 25 August 2021.

Pressestelle des Senats Bremen, 2018. Für einen guten Start ins Leben: BRISE nimmt noch Kinder auf / Aufwandsentschädigung für Eltern. <<https://www.senatspressestelle.bremen.de/pressemitteilungen/fuer-einen-guten-start-ins-leben-prise-nimmt-noch-kinder-auf-aufwandsentschaedigung-fuer-eltern-292864>>, accessed 13 September 2021.

Prevention Act - Präventionsgesetz (PrävG). Gesetz zur Stärkung der Gesundheitsförderung und der Prävention of 17 July 2015.

Prognos AG, 2020. Evaluation und Monitoring „Kultur macht stark. Bündnisse für Bildung“ (2018–2022), Zwischenbericht 2019. <www.buendnisse-fuer-bildung.de/files/200320_KMS_Zwischenbericht_2019.pdf>, accessed 28 August 2021.

Prognos AG, 2018. Evaluation Kultur macht stark. Bündnisse für Bildung (2013 bis 2017) Schlussbericht 2018. <www.buendnisse-fuer-bildung.de/files/BMBF027_KMS%20Evaluation%20Schlussbericht_bf.pdf>, accessed 26 August 2021.

ProQua, 2021. Was hat es mit der programmbegleitenden Qualitätsentwicklung (PROQUA) zu „Kultur macht stark“ auf sich? <<https://proqua-kms.de/unser-projekt/#proqua>>, accessed 08 September 2021.

Ramboll, 2020. Qualitative Prozess- und Begleitevaluation der Bremer Initiative zur Stärkung frühkindlicher Entwicklung – BRISE. Abschlussbericht im Auftrag der Freien Hansestadt Bremen – Senatorin für Soziales, Jugend, Frauen, Integration und Sport (seit Mai 2019: Senatorin für Soziales, Jugend, Integration und Sport) – und der Jacobs Foundation Zürich.
<https://www.soziales.bremen.de/sixcms/media.php/13/BRISE_Abschlussbericht_Ramboll_2020.pdf>, accessed 08 September 2021.

Rat für Kulturelle Bildung, 2017. Eltern/Kinder/Kulturelle Bildung. Horizont 2017. Studie: Eine Repräsentativbefragung von Eltern zur Bedeutung und Praxis kultureller Bildung. <https://www.rat-kulturelle-bildung.de/fileadmin/user_upload/pdf/RFKB_Eltern_Kinder_Kulturelle_Bildung_Web_FINAL.pdf>, accessed 07 September 2021.

Rat für Kulturelle Bildung, 2015. Zur Sache. Kulturelle Bildung: Gegenstände, Praktiken und Felder. <https://www.rat-kulturelle-bildung.de/fileadmin/user_upload/pdf/RFKB_ZurSache_ES_final.pdf>, accessed 07 September 2021.

Rjosk, Camilla; Böhme, Katrin; Haag, Nicole and Stanat, Petra, 2016. Zuwanderungsbezogene Disparitäten. In: Stanat et al. (eds.). IQB-Bildungstrend 2015: Sprachliche Kompetenzen am Ende der 9. Jahrgangsstufe im zweiten Ländervergleich. Waxmann, Münster, 237-275. <https://www.iqb.hu-berlin.de/bt/bt/BT2015/BT_2015_Bericht.pdf>, accessed 08 September 2021.

RKI, Robert-Koch-Institut, 2021. EsKiMo II - Die Ernährungsstudie als KiGGS-Modul, <https://edoc.rki.de/bitstream/handle/176904/6887.2/EsKiMoII_Projektbericht.pdf?sequence=3&isAllowed=y>, accessed 20 September 2021.

RKI, Robert-Koch-Institut, 2020. Ernährungsverhalten in Deutschland. Gesundheitsberichterstattung des Bundes, gemeinsam getragen von RKI und Destatis, Journal of Health Monitoring (1), <https://www.rki.de/DE/Content/Gesundheitsmonitoring/Gesundheitsberichterstattung/GBEDownloadsJ/JoHM_01_2020_Ernaehrungsverhalten.pdf?__blob=publicationFile>, accessed 20 September 2021.

Roggenkamp, Giulia; Birnbaum, Julia; Schreiner, Sabine and Malsch, Lena, 2020. Stiftung Kindergesundheit TigerKids – Kindergarten aktiv. Kids fit gegen Adipositas, Preisträger des MSD Gesundheitspreis 2020, <<https://publikumspreis-2020.msd.de/wp-content/uploads/sites/7/2020/06/Tigerkids.pdf>>, accessed 20 September 2021.

SAB Landtag Sachsen, 2019. „Heim-TÜV“ 2019 Teil II: Verwahrung oder Ankommen? Die Unterbringungssituation in Sachsens Gemeinschaftsunterkünften für Geflüchtete. <https://sab.landtag.sachsen.de/dokumente/sab/SAB-HEIM_A4-TUEV2019_web-240619.pdf>, accessed 27 September 2021.

SAB Landtag Sachsen, 2017. „Heim-TÜV“ 2017. Teil I: Evaluation der dezentralen Unterkunft und der unteren Ausländerbehörden im Freistaat Sachsen. <https://sab.landtag.sachsen.de/dokumente/landtagskurier/SAB-HEIM_A4-TUEV-interaktiv-2017.pdf>, accessed 26 September 2021.

SAB Landtag Sachsen, 2014. „Heim-TÜV“ – Bewertungsschema (Freistaat Sachsen). <https://sab.landtag.sachsen.de/dokumente/sab/Heim-TUEV_Bewertungsschema_12092014.pdf>, accessed 29 August 2021.

SAB Landtag Sachsen, 2013. Menschenwürde messbar machen: „Heim-TÜV“ für die Beurteilung von Gemeinschaftsunterkünften für Asylsuchende. Eine Handreichung für Anwender.

<https://sab.landtag.sachsen.de/dokumente/sab/Handreichung_HEIM-TUEV_A4_16052013.pdf>, accessed 29 August 2021.

SAB Landtag Sachsen, 2011. "Heim-TÜV" 2011 über das Leben in sächsischen Gemeinschaftsunterkünften.

<sab.landtag.sachsen.de/dokumente/sab/SAB-HeimTUEV2011_09122011.pdf.zip>, accessed 27 September 2021.

Sächsischer Landtag, 2020. Jahresbericht 2019.

<https://sab.landtag.sachsen.de/dokumente/landtagskurier/SAB_JB_2019_PDF_BRfrei030920.pdf>, accessed 29 September 2021.

Sächsisches Staatsministerium des Innern, 2014. Unterbringungs- und Kommunikationskonzept für

Asylbewerber. <www.medienservice.sachsen.de/medien/news/190369>, accessed 20 September 2021.

Save the Children, 2020. Der Kinderrechte-Check für geflüchtete Kinder. Mindeststandards für die Unterbringung geflüchteter Kinder.

<www.savethechildren.de/fileadmin/user_upload/Downloads_Dokumente/Deutsche_Programme/Kinderrechte-Check/Der_Kinderrechte-Check_fuer_gefluechtete_Kinder.pdf>, accessed 29 September 2021.

Save the Children, 2017. Der Kinderrechte-Check für Geflüchtete Kinder.

<www.savethechildren.de/fileadmin/user_upload/Downloads_Dokumente/Deutsche_Programme/Kinderrechte-Check/Der_Kinderrechte-Check_fuer_gefluechtete_Kinder_alt.pdf>, accessed 27 September 2021.

Schleicher, Andreas, 2019. PISA 2018. Insights and Interpretations.

<<https://www.oecd.org/pisa/PISA%202018%20Insights%20and%20Interpretations%20FINAL%20PDF.pdf>>, accessed 07 September 2021.

Schmidt am Busch, Birgit, 2007. Die Gesundheitssicherung im Mehrebenensystem. Tübingen: Mohr Siebeck.

Schütte, Kerstin; Köller, Olaf; Anders, Yvonne and Petermann, Franz, 2020. Kontinuität als Schlüssel zu

wirksamer Förderung frühkindlicher Entwicklung benachteiligter Kinder. Psychologie in Erziehung und

Unterricht (67). <<https://www.reinhardt-journals.de/index.php/peu/article/view/152949/5506>>, accessed 08 September 2021.

Senatsverwaltung für Bildung, Jugend und Familie Berlin, 2021a. Senatorin Scheeres stellt Aufholprogramm

„Stark trotz Corona“ vor: 64 Millionen Euro zusätzlich für Kinder und Jugendliche, Pressemitteilung, 04 June 2021. <www.berlin.de/sen/bjf/service/presse/pressearchiv-2021/pressemitteilung.1092203.php>, accessed 26 August 2021.

Senatsverwaltung für Bildung, Jugend und Familie Berlin, 2021b. Lernrückstände aufholen.

<www.berlin.de/sen/bjf/stark-trotz-corona/lernrueckstaende/>, accessed 26 August 2021.

Senatsverwaltung für Inneres und Sport Berlin, 2021. Service-Portal Berlin. Kita-Gutschein.

<<https://service.berlin.de/dienstleistung/324873/>>, accessed 30 August 2021.

Solga, Heike and Dombrowski, Rosine, 2009. Soziale Ungleichheiten in schulischer und außerschulischer

Bildung. Stand der Forschung und Forschungsbedarf. Hans Böckler Stiftung Bildungs und Qualifizierung,

Arbeitspapier No. 171. <https://www.boeckler.de/pdf/p_arbp_171.pdf>, accessed 07 September 2021.

SOS Kinderdorf, 2020. Corona-Pandemie verschärft die Folgen von Kinderarmut. Press release, 14 October 2020. <www.sos-kinderdorf.de/portal/ueber-uns/presse/pressemitteilungen/corona-pandemie-verschaerft-die-folgen-von-kinderarmut-90718>, accessed 28 August 2021.

Starke Kinder chancenreich, 2021. Aufrufe und Ankündigungen. <https://www.starkekinder-bw.de/aufrufe-und-ankuendigungen/>, accessed 30 August 2021.

Statista, 2021. Anzahl der Kinder und Jugendlichen in Deutschland nach Altersgruppen im Jahr 2020. <<https://de.statista.com/statistik/daten/studie/1174053/umfrage/minderjaehrige-in-deutschland-nach-altersgruppen/>>, accessed 07 September 2021.

Statistisches Bundesamt, 2021a. Armutsgefährdungsschwelle und Armutsgefährdung (monetäre Armut) in Deutschland. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Einkommen-Konsum-Lebensbedingungen/Lebensbedingungen-Armutsgefaehrung/Tabellen/armutsschwelle-gefaehrung-silc.html>, accessed 08 October 2021.

Statistisches Bundesamt, 2021b. Bevölkerung nach Altersgruppen (ab 2011). <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Bevoelkerung/Bevoelkerungsstand/Tabellen/liste-altersgruppen.html>, accessed 12 October 2021.

Statistisches Bundesamt, 2021c. Familien mit minderjährigen Kindern in der Familie nach Lebensform und Kinderzahl. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Bevoelkerung/Haushalte-Familien/Tabellen/2-5-familien.html>, accessed 26 August 2021.

Statistisches Bundesamt, 2021d. Immer mehr Eingliederungshilfen für Kinder und Jugendliche mit seelischer Behinderung. Press release, 4 May 2021. <www.destatis.de/DE/Presse/Pressemitteilungen/2021/05/PD21_N027_221.html>, accessed 26 August 2021.

Statistisches Bundesamt, 2021e. Datenreport. <www.destatis.de/DE/Service/Statistik-Campus/Datenreport/Downloads/datenreport-2021.pdf;jsessionid=0F43CC3ED13E80842171310F270214A8.live742?__blob=publicationFile>, accessed 26 August 2021.

Statistisches Bundesamt, 2021f. Kinder in öffentlich geförderter Kindertagespflege nach Bundesländern. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Kindertagesbetreuung/Tabellen/kindertagespflege.html>, accessed 13 October 2021.

Statistisches Bundesamt, 2021g. Kindertageseinrichtungen nach Altersgruppen und Bundesländern. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Kindertagesbetreuung/Tabellen/kinderkindertageseinrichtungen.html>, accessed 14 October 2021.

Statistisches Bundesamt, 2021h. Personal in Kindertagesbetreuung steigt 2021 um 3,2 % gegenüber Vorjahr. <www.destatis.de/DE/Presse/Pressemitteilungen/2021/09/PD21_449_225.html;jsessionid=42E2D156839407899957F4CAA0650ACB.live722>, accessed 13 October 2021.

Statistisches Bundesamt, 2021i. Armutsgefährdung in den Bundesländern weiter unterschiedlich. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Sozialberichterstattung/aktuell-armutsgefaehrung.html>, accessed 30 September 2021.

Statistisches Bundesamt, 2020a. Empfängerinnen und Empfänger insgesamt. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Sozialhilfe/Tabellen/hlu-t01-empf-alter-geschl-staatsang.html>, accessed 26 August 2021.

Statistisches Bundesamt, 2020b. Statistiken der Kinder und Jugendhilfe.

<www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Jugendarbeit/Publikationen/Downloads-Jugendarbeit/erzieherische-hilfe-5225112197004.pdf?__blob=publicationFile>, accessed 26 August 2021.

Statistisches Bundesamt, 2020c. Schwerbehinderte Menschen am Jahresende.

<www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Gesundheit/Behinderte-Menschen/Tabellen/geschlecht-behinderung.html>, accessed 26 August 2021.

Statistisches Bundesamt, 2020d. Empfängerinnen und Empfänger von Leistungen nach dem

Asylbewerberleistungsgesetz. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Asylbewerberleistungen/Tabellen/10-empf-altersgr-dauer-leist-geschl.html>, accessed 26 August 2021.

Statistisches Bundesamt, 2020e. Personen mit Migrationshintergrund.

<<https://www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Bevoelkerung/Migration-Integration/Methoden/Erlauterungen/migrationshintergrund.html>>, accessed 04 September 2021.

Statistisches Bundesamt, 2020f. Betreuungsquote von Kindern unter 6 Jahren mit und ohne

Migrationshintergrund. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Kindertagesbetreuung/Tabellen/betreuungsquote-migration-unter6jahren-aktuell.html>, accessed 26 August 2021.

Statistisches Bundesamt, 2020g. Asylbewerberleistungen. Empfängerinnen und Empfänger nach

Bundesländern. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Asylbewerberleistungen/Tabellen/liste-empaenger-bl.html>, accessed 27 September 2021.

Statistisches Bundesamt, 2020h. Bevölkerung und Erwerbstätigkeit. Schutzsuchende – Ergebnisse des

Ausländerzentralregisters. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Bevoelkerung/Migration-Integration/Publikationen/Downloads-Migration/schutzsuchende-2010240197004.pdf;jsessionid=D758E5E43BE78C58239D3CCBD4619053.live722?__blob=publicationFile>, accessed 08 September 2021.

Statistisches Bundesamt, 2020i. Kinder in Kindertageseinrichtungen zum 1. März 2020 nach Bundesländern,

<<https://www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Kindertagesbetreuung/Tabellen/kinder-kindertageseinrichtungen-2018.html;jsessionid=03C5F0B6CF4A913FA219E693CA92B311.live731>>, accessed 20 September 2021.

Statistisches Bundesamt, 2019a. Bevölkerung und Erwerbstätigkeit. Bevölkerung mit Migrationshintergrund –

Ergebnisse des Mikrozensus 2018, Fachserie 1 Reihe 2.2. <www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Bevoelkerung/Migration-Integration/Publikationen/Downloads-Migration/migrationshintergrund-2010220187004.pdf;jsessionid=91675DF20C3EFECF92D10BF0C9AFAF7.live721?__blob=publicationFile>, accessed 20 August 2021.

Statistisches Bundesamt, 2019b. Risk of poverty increased most strongly in Bremen, Hessen and Nordrhein-

Westfalen from 2009 to 2019. <https://www.destatis.de/EN/Press/2020/08/PE20_308_634.html>, accessed 08 September 2021.

Statistisches Bundesamt, 2018. Alleinerziehende in Deutschland 2017.

<www.destatis.de/DE/Presse/Pressekonferenzen/2018/Alleinerziehende/pressebroschuere-alleinerziehende.pdf?__blob=publicationFile>, accessed 26 August 2021.

Statistisches Bundesamt, 2017. Sozialeleistungen. Wohngeld. Fachserie 13 Reihe 4.

<www.destatis.de/DE/Themen/Gesellschaft-Umwelt/Soziales/Wohngeld/Publikationen/Downloads-Wohngeld/wohngeld-2130400177004.pdf?__blob=publicationFile>, accessed 26 August 2021.

Statistisches Landesamt Sachsen-Anhalt, 2021. 13 % mehr Kinder unter 18 Jahren in Sachsen-Anhalts Familien seit 2009. Press release 153/2021 of 28 May 2021. <https://statistik.sachsen-anhalt.de/fileadmin/Bibliothek/Landesaeamter/StaLa/startseite/Daten_und_Veroeffentlichungen/Pressemitteilungen/2021/e_Mai/153-Kindertag.pdf>, accessed 09 September 2021.

Sterzing, Dorit, 2011. Präventive Programme für sozial benachteiligte Familien mit Kindern von 0–6 Jahren. Überblick über die Angebote in Deutschland. Expertise im Auftrag des DJI. <https://www.dji.de/fileadmin/user_upload/bibs/Praeventive_Programme_fuer_sozial_benachteiligte_Familien.pdf>, accessed 13 September 2021.

Stiftung Kindergesundheit, 2021a. Hintergrund, <<https://www.tigerkids.de/forschung-und-wissen/hintergruende>>, accessed 20 September 2021.

Stiftung Kindergesundheit, 2021b. Umsetzung, <<https://www.tigerkids.de/programm/programmumsetzung>>, accessed 20 September 2021.

Stiftung Kindergesundheit, 2021c. Ziele, <<https://www.tigerkids.de/programm/programmziele>>, accessed 20 September 2021.

Stiftung Kindergesundheit, 2021d. TigerKids – Kindergarten aktiv, Erfolgreiche Prävention und Gesundheitsförderung in Kindertageseinrichtungen, <<https://www.tigerkids.de/>>, accessed 20 September 2021.

Stiftung Kindergesundheit, 2021e. Auszeichnung, <<https://www.tigerkids.de/erzieher-und-erzieherinnen/auszeichnung>>, accessed 20 September 2021.

Stiftung Kindergesundheit, 2021f. Strukturierte Befragung, <<https://www.tigerkids.de/forschung-und-wissen/strukturierte-befragung>>, accessed 20 September 2021.

Stiftung Kindergesundheit, 2021g. Prämierungen und Preise, <<https://www.tigerkids.de/programm/praemierungen-und-preise>>, accessed 20 September 2021.

Stöbe-Blossey, Sybille; Hagemann, Linda; Klaudy, E. Katharina; Micheel, Brigitte and Nieding, Iris, 2019. Abschlussbericht „Evaluation Familienzentren NRW“. <www.landtag.nrw.de/Dokumentenservice/portal/WWW/dokumentenarchiv/Dokument/MMV17-2171.pdf;jsessionid=7549EFC07ABB01D1A787AC42EED021D9>, accessed 20 August 2021.

Strauss, Angelika; Herbert, Birgit; Mitschek, Christine; Duvinage, Kristin and Koletzko, Berthold, 2011. TigerKids. Erfolgreiche Gesundheitsförderung in Kindertageseinrichtungen. Bundesgesundheitsblatt 2011 (54), 322-329. <https://www.researchgate.net/publication/263110979_TigerKids_Erfolgreiche_Gesundheitsforderung_in_Kindertageseinrichtungen>, accessed 20 September 2021.

Sturzenhecker, Benedikt, 2014. „Kultur macht stark. Bündnisse für Bildung“ – Kritik des Bundesprogramms unter sozialräumlicher und zivilgesellschaftlicher Perspektive. <<https://www.kubi-online.de/artikel/kultur-macht-stark-buendnisse-bildung-kritik-des-bundesprogramms-unter-sozialraeumlicher>>, accessed 07 September 2021.

Süddeutsche Zeitung, 2021. Schulsprengel in Deutschland, <<https://bildung.sueddeutsche.de/schulen-und-internete/schulsprengel/>>, accessed 20 September 2021.

SVR-Forschungsbereich, 2018. Schule als Sackgasse? Jugendliche Flüchtlinge an segregierten Schulen. <https://www.stiftung-mercator.de/content/uploads/2020/12/SVR-FB_Bildungsintegration.pdf>, accessed 07 September 2021.

SWR, 2021. Kinderarmut in Deutschland – Ungleiche Chancen.

<<https://www.swr.de/swr2/wissen/kinderarmut-in-deutschland-ungleiche-chancen-100.html>>, accessed 20 September 2021.

SWR Wissen, 2021. So kommen Kinder durch die Corona-Pandemie. <www.swr.de/wissen/corona-pandemie-kinder-in-der-krise-100.html>, accessed 18 August 2021.

terres des hommes, 2020. Kein Ort für Kinder. Zur Lebenssituation von minderjährigen Geflüchteten in Aufnahmeeinrichtungen.

<www.tdh.de/fileadmin/user_upload/inhalte/04_Was_wir_tun/Themen/Weitere_Themen/Fluechtlingskinder/2020-06_terre-des-hommes-AnkerRecherche.pdf>, accessed 22 October 2021.

UN General Assembly, 1989. Convention on the Rights of the Child, 20 November 1989, United Nations.

<<https://www.ohchr.org/documents/professionalinterest/crc.pdf>>, accessed 19 October 2021.

UNCRC, 2014. United Nations Convention on the Rights of the Child – Concluding observations on the combined third and fourth periodic reports of Germany.

<https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CRC/C/DEU/CO/3-4&Lang=En>, accessed 02 November 2021.

UNESCO, 2012. International Standard Classification of Education ISCED 2011.

<<http://uis.unesco.org/sites/default/files/documents/international-standard-classification-of-education-isced-2011-en.pdf>>, accessed 28 August 2021.

Unfallkasse Nordrhein-Westfalen, 2010. Gesundheitsförderliches Leitungshandeln in der Schule, Hinweise für gute gesunde Schule. https://www.unfallkasse-nrw.de/fileadmin/server/download/praevention_in_nrw/praevention_nrw_41.pdf, accessed 29 September 2021.

UNHCR and UNICEF, 2021. Empfehlungen von UNHCR und UNICEF Deutschland zum Bildungszugang asylsuchender Kinder in Erstaufnahmeeinrichtungen. <www.unhcr.org/dach/wp-content/uploads/sites/27/2021/08/Empfehlungen-von-UNHCR-und-UNICEF_Einzelseiten_web.pdf>, accessed 12 October 2021.

UNICEF, 2021a. Mindeststandards zum Schutz von geflüchteten Menschen in Flüchtlingsunterkünften.

<www.bmfsfj.de/resource/blob/117472/7b4cb6a1c8395449cc26a51f407436d8/mindeststandards-zum-schutz-von-gefluechteten-menschen-in-fluechtlingsunterkuenften-data.pdf>, accessed 29 September 2021.

UNICEF, 2021b. Kinder -unsere Zukunft! Der UNICEF-Bericht zur Lage der Kinder in Deutschland 2021.

<<https://www.unicef.de/informieren/materialien/kinder-unsere-zukunft-bericht-2021/239414>>, accessed 19 October 2021.

UNICEF, 2020. Geflüchtete und migrierte Kinder in Deutschland. Ein Überblick über die Trends seit 2015.

<www.unicef.de/blob/178376/af4894387fd3ca4ec6259919eefdde2d/gefluechtete-und-migrierte-kinder-in-deutschland-2015-2018-data.pdf>, accessed 20 August 2021.

UNICEF, 2017. Kindheit im Wartezustand.

<www.unicef.de/blob/137024/ecc6a2cfed1abe041d261b489d2ae6cf/kindheit-im-wartezustand-unicef-fluechtlingskinderstudie-2017-data.pdf>, accessed 27 September 2021.

UNICEF and DIMR, 2020. Gewaltschutz in Unterkünften für geflüchtete Menschen. Eine kinderrechtliche Analyse basierend auf einer Befragung der 16 Bundesländer.

<www.unicef.de/download/232718/23bfd59db7c46e242794afe71e75322f/i0051-gewaltschutz-data.pdf>, accessed 21 October 2021.

UNICEF Germany, 2021. Kinder – unsere Zukunft. Der UNICEF-Bericht zur Lage der Kinder in Deutschland 2021. <www.unicef.de/download/239418/385c886250eb2eecb7fba6e5604c62f/i0052-studie-kinder-unsere-zukunft-data.pdf>, accessed 12 October 2021.

UNICEF Germany, 2017. Offene Gesellschaft, Teilhabe und die Zukunft der Kinder. <www.unicef.de/blob/144404/06922a56ef3f287865b5703109971635/analyse-offene-gesellschaft-prof-bertram-data.pdf>, accessed 02 November 2021.

Universität Koblenz-Landau, 2021. Forschungsprojekt: Qualifizierungsinitiative Frühkindliche Bildung in Bremen durch „Mit Kindern im Gespräch“ und „Pyramide“. <https://www.rlp-forschung.de/public/people/Gisela_Kammermeyer/research_projects/23105>, accessed 15 September 2021.

VDSR, Verband Deutscher Sinti und Roma e.V., 2017. Wohnprojekt Maro Temm. <www.sinti-roma-sh.de/wohnprojekt-mar0-temm>, accessed 20 August 2021.

Wendel, Kay, 2014. Unterbringung von Flüchtlingen in Deutschland. Regelungen und Praxis der Bundesländer im Vergleich. Förderverein Pro Asyl. <www.proasyl.de/wp-content/uploads/2014/09/Laendervergleich_Unterbringung_2014-09-23_02.pdf>, accessed 28 September 2021.

Whitaker, Robert C.; Wright, Jeffrey A.; Pepe, Margaret; Seidel, Kristy D. and Dietz, William H., 1997. Predicting obesity in young adulthood from Childhood and parental obesity, *New England Journal of Medicine* 337(13), 869-887. <<https://pubmed.ncbi.nlm.nih.gov/9302300/>>, accessed 20 September 2021.

ZDF, Zweites Deutsches Fernsehen, 2021. Markt Macht Mieten. Der Kampf um bezahlbaren Wohnraum. Video, 16 August 2021. <www.zdf.de/verbraucher/wiso/markt-macht-mieten--der-kampf-um-bezahlbaren-wohnraum-100.html>, accessed 25 August 2021.

ZPG, Bayerisches Zentrum für Prävention und Gesundheitsforschung, 2020. TigerKids-Kindergarten aktiv, <<https://www.zpg-bayern.de/tigerkids-kindergarten-aktiv-20143.html>>, accessed 20 September 2021.

APPENDIX

Outlining the strategy and timeline on promoting and developing ECEC

Year	Actions taken
1996	Introduction of the legal entitlement to child daycare from three to six years of age: Since 1 January 1996 children from the age of three to six are legally entitled to early childhood education in a daycare centre or in daycare for children (§ 24 SCB VIII Anspruch auf Förderung in Tageseinrichtungen und in Kindertagespflege) (Bundesanzeiger, 1995).
2005	Daycare Expansion Act (Tagesbetreuungsausbaugesetz, TAG): With the Act on the Quality-Oriented and Needs-Based Expansion of Daycare for Children (Gesetz zum qualitätsorientierten und bedarfsgerechten Ausbau der Tagesbetreuung für Kinder) the federal government is promoting the qualitative expansion of daycare and the further development of child and youth welfare. By 1 October 2010, 230,000 additional places were to be created nationwide in daycare facilities, nurseries or with childminders. In addition, daycare for children under the age of three is to be enforced through the specification of requirements and quality standards (see BMFSFJ, 2004).
2007	The so-called daycare summit (Krippengipfel) extended the expansion targets set in 2005. Representatives of the federal government, the <i>Länder</i> and local authorities agreed to provide childcare for an average of 35 per cent of children aged one to three in a daycare facility or in daycare and laid the foundation for the Children Promotion Act (Kinderförderungsgesetz, KiFöG) (see Deutscher Bundestag, 2010).
2008	Children Promotion Act (Kinderförderungsgesetz, KiFöG): The federal government advanced the quantitative and qualitative expansion of early childhood education and care by passing the Act on the Promotion of Children under three years of age in Daycare Facilities and Child Daycare (Gesetz zur Förderung von Kindern unter drei Jahren in Tageseinrichtungen und in Kindertagespflege). Since the 1 August 2013, children from the age of one will be legally entitled to early-childhood education in a daycare facility or child-minding service. To further strengthen child daycare, the federal government sets clear standards e.g., regarding the number of children in care. Data on the development of child daycare, including information on the progress of the level of provision or demand in child daycare nationwide, were published annually between 2010 and 2015 in the so-called "Kifög"-report. Since 2016, the data have been reported in the publication "Kindertagesbetreuung Kompakt". In 2019, the nationwide attendance rate was at 34.3 per cent (see BMFSFJ, 2020a).
2008	Childcare Financing Act (Kinderbetreuungsfinanzierungsgesetz, KBFG): Pursuant to the resolution of the Act on the Establishment of a Special Fund "Childcare Expansion" (Gesetz zur Errichtung eines Sondervermögens "Kinderbetreuungsausbau"), investments for the expansion of childcare are to be promoted via a special fund under the overall control of the BMFSFJ (see BMJV, 2020). Investment programmes are regulated in the Law on Federal Grants for the Expansion of Daycare for Children (Gesetz über Finanzhilfen des Bundes zum Ausbau der Tagesbetreuung für Kinder.) 1st Investment Programme for Childcare Financing 2008-2013 (1. Investitionsprogramm Kinderbetreuungsfinanzierung 2008-2013) To support the expansion of daycare with a targeted investment programme, the federal government provided a total of EUR 2.15 billion between 2008 and 2013.

Year	Actions taken
	The funding was directed towards the establishment of 314,000 additional daycare places for children up to the age of three.
2013	Legal Entitlement U3 (§ 24(2) SCB VIII) (Rechtsanspruch U3 § 24(2) SCB VIII): Following the introduction of the Legal Entitlement U3 (Rechtsanspruch U3) in 2008, children between the age of one and three are entitled to a place in early childhood education in a daycare-facility or in child daycare from 1 August 2013 onwards. It is a social benefit provided within the framework of child and youth welfare, which is regulated in §24 (2) of Book Eight of the Social Code (SCB VIII) (see BMFSFJ, 2021a).
2013-2014	2nd Investment Programme for Childcare Financing 2013-2014 (2. Investitionsprogramm Kinderbetreuungsfinanzierung 2013-2014) As part of the second investment programme, the federal government supported the expansion of child daycare by providing an additional EUR 580.5 million of funding between 2013 to 2014. This allowed for the creation of an additional 30,000 daycare places for children up to the age of three.
2015-2018	3rd Investment Programme for Childcare Financing 2015-2018 (3. Investitionsprogramm Kinderbetreuungsfinanzierung 2015-2018) As part of the third investment programme, the federal government supported the expansion of child daycare by providing an additional EUR 550 million of funding between 2015 to 2018. This allows for the creation of an additional 30,000 daycare places for children up to the age of three.
2017-2020	4th Investment Programme for Childcare Financing 2017-2020 (4. Investitionsprogramm Kinderbetreuungsfinanzierung 2017-2020) As part of the fourth investment programme, the federal government supported the expansion of child daycare by providing an additional EUR 1.126 billion for funding between 2017 to 2021. This allowed for the creation of an additional 100,000 daycare places for children up to the age of three.
2019	Good Daycare (Facilities) Act (Gute-KiTa-Gesetz) With the Act on the Further Development of Quality and Participation in Child Daycare (Gesetz zur Weiterentwicklung der Qualität und zur Teilhabe in der Kindertagesbetreuung), the federal government aims at improving the quality of early childhood education and care nationwide through state-specific measures and at improving participation in child daycare by reducing or even abolishing childcare fees. Until 2022, the federal government will be investing a total of EUR 5.5 billion for the implementation of qualitative measures as well as parents being exempt from contribution by the Länder (see BMFSFJ, 2021b).
2020-2021	5th Investment Programme for Childcare Financing 2020-2021 (5. Investitionsprogramm Kinderbetreuungsfinanzierung 2020-2021) Within the framework of the economic stimulus package, the federal government has decided to support the <i>Länder</i> in the expansion of daycare for children up to the age of three with an additional EUR 1 billion in 2020 and 2021. The funding is intended to enable the creation of 90,000 additional childcare places; however, it can also be used for reconstruction measures and for investments in new hygiene and room concepts, which are necessary due to the ongoing Covid-19 pandemic (see BMFSFJ, 2020b).
2021	Daycare Financial Aid Amendment Act (Kitafinanzhilfenänderungsgesetz, KitaFinHÄndG) The Act is intended to amend the deadline for the approval of federal funds within the 5 th Investment Programme for Childcare Financing by one year (from 31 December 2021 to 31 December 2022). Funding can now be approved for construction projects starting before 31 December 2022. The extension of the deadlines is supposed to enable all <i>Länder</i> to overcome the existing challenges in

Year	Actions taken
	the implementation of construction projects and to fully use the investments for the creation of additional childcare places (see Bundesanzeiger, 2021).