



# Berlin's - Diversity Strategy

## Mission–Measures–Guidelines



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**1.**

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# 1. Mission and objective of the Senate's Diversity Strategy

This Diversity Strategy is the Senate's key framework to strengthen activities that promote diversity and openness, and combat discrimination and extremism. The city's public administration helps to ensure that Berlin remains a welcoming environment for people from all backgrounds—where everyone feels heard, respected and protected.

Our administration's task is to be there for the city's many diverse communities. This includes recognising that the public we serve comes from all walks of life, and ensuring that the services we offer suit their needs and requirements. We want to help make this city an environment where all people feel protected from discrimination, no matter which groups and communities they identify with.

As the State's largest employer, Berlin's public administration is keen to promote a workforce that reflects the city's diverse population. The administration is responsible for actively protecting its employees from discrimination and fostering an administrative environment that values diversity.

## a. The mandate to develop a diversity strategy

In 2017, the Senate decided to develop a diversity strategy in order to advance the administration's approach and promote sensitivity towards diversity (Senate resolution No. S-447/2017). The aim of this diversity strategy is to enhance equal opportunities policies across the State of Berlin. This can be achieved by building a more systematic approach to align existing policies with the administration's core policy areas and action programmes.

At its heart, therefore, the current diversity strategy—the first of its kind to be adopted by the State of Berlin—comprises a set of targets and measures designed to advance diversity throughout the administration's HR and public relations management (language and imagery). With responsibilities assigned to individual bodies across the administration, these measures will be implemented over the next three years, coordinated by the Anti-discrimination Office at the Senate Department for Justice, Consumer Protection and Anti-Discrimination.

Aside from the objectives these measures set out to achieve, the diversity strategy aims to strengthen and support all levels of the city's administration in implementing diversity processes. While each Senate Department is already responsible for adopting such processes, the contents and structure of the Senate's diversity strategy will help to advance and broaden these decentralised processes and build cross-departmental staff networks. All personnel and material costs arising from the implementation of the diversity strategy will be funded by the competent Senate Departments through their current budget.

### **How do we define diversity?**

Throughout this strategy, our use of the term 'diversity' mainly refers to the diversity dimensions set out in the German General Equal Treatment Act (*Allgemeines Gleichbehandlungsgesetz*, AGG). These are sex, ethnicity or skin colour, age, disability, religious affiliation or world view, and sexual identity. Understood in this way, diversity encompasses both similarities among and differences between individuals. This means that while people certainly share similarities, they are also different in many ways.

In some contexts and situations, however, diversity may also involve other dimensions, such as education, social or marital status, and income. It is important to acknowledge that these dimensions are interwoven, which is to say that people's experiences are not determined by one specific dimension of diversity alone. Instead, people's everyday lives are shaped by the way in which various

dimensions of diversity, for instance sex and socially assigned or actual ethnicity, overlap. The official term for this is 'intersectionality'.

Developing diversity and combating discrimination are two aspects of the same mission. A culture that embraces diversity is also an environment that is free from discrimination. A conscious and targeted approach to increasing diversity helps to prevent discrimination and promote equal opportunities. As objectives, equal opportunities and protection against discrimination are already enshrined in Germany's Basic Law.

Diversity approaches not only describe the current or envisioned state of diversity, but provide orientation and highlight paths that can help organisations become more just and diverse. They are about implementing an active equal opportunities policy that sets up positive measures to counterbalance existing (structural) discrimination and actively advance marginalised, underrepresented groups within the scope of our Basic Law. These measures must build on an analysis of existing inequalities. To successfully create and sustain a culture of diversity and inclusion, it is not enough to implement individual measures in an isolated fashion. They must be part of a broader process that takes into view both the personal and interpersonal level as well as administrative structures and guidelines.

## b. Objectives of the Senate's Diversity Strategy

The diversity strategy is designed to help make Berlin's administration more resilient and productive. The administration needs to change if it wishes to actively engage with issues of diversity: it needs to become more process-oriented, more interconnected and more open to public participation.

Efforts to increase diversity and promote the skill sets this entails across the administration are crucial to advancing equal participation and are also gaining increasing significance against the background of a changing population.

The measures set out in our diversity strategy are linked to four main objectives:

### **Actively dealing with the city's changing population**

The administration is facing a period of transition. As a result of staff cutbacks, the age structure of our workforce has clearly shifted, with a rising percentage of employees now aged between 50 and 60. This means that by 2024 around 28.5% of all staff directly employed by the state will reach retirement age. This is compounded by the fact that some jobs have above-average turnover rates and fail to attract applicants (IT, medical staff, civil engineering, etc.). In order to meet workforce requirements, the administration will have to attract talent from a wider range of backgrounds and thus develop a conscious approach to recognising applicants' diverse skills.

In this respect, the administration needs to define how it intends to become an attractive employer for prospective employees from different walks of life and various backgrounds. Taking individual dimensions of diversity as a measure, it is clear that the administration currently does not reflect our society. In this regard, the challenge is to nurture diversity across the administration's own workforce and tackle underrepresentation across all levels. The diversity strategy contains a number of measures designed to increase diversity across the administration.

### **Ensuring all of Berlin's citizens have access to equal opportunities and equal participation**

Berlin's constitution guarantees all citizens the right to freely develop their personality (Article 7). It also protects them against discrimination (Articles 10 and 11). Aside from the city's constitution, a number of legal frameworks exist at the state and federal level that aim to protect people, and often specific groups, from discrimination and to promote equal opportunities. This legislation is outlined below in Section 2, which provides an overview of the various equal opportunities policies. The administration can proactively implement measures to promote diversity and offset disadvantages. The public service needs to lead by example when it comes to championing equal opportunities and equal participation. Here, the focus is on ensuring equal access to employment opportunities and society, irrespective of ethnicity, gender identity, age, sexual identity, religious affiliation, disability or other characteristics. With regard to the

administration in its role as an employer, this concerns the way in which appointments and progression are managed across the public body. The main objective driving the state's diversity strategy is to increase equal opportunities and participation.

**Understanding and acknowledging the complexity of people's lives and experiences**

Across the administration, responsibility for advancing equal opportunities is heavily fragmented, with different administrations being responsible for different groups. It is easy to lose sight of the fact that people's experiences, for instance those of disabled women, are frequently shaped by multiple and mutually reinforcing affiliations or attributions. This intersectionality of actual or assumed characteristics must be taken into view more closely in the future, which entails facilitating communication and

collaboration across departments that are responsible for individual dimensions of diversity. The measures and structures outlined in the Senate's diversity strategy are therefore focused on building cross-departmental collaboration and networks.

**Improving the quality of services by building a diversity competent administration**

A diverse administration is one that understands the circumstances shaping people's lives and needs, and ensures its services are adapted appropriately. This implies exploring new ways to reach out to and engage with citizens. Here the diversity strategy offers guidelines on inclusive language that can serve as a crucial aid for the administration. In addition, many of the measures laid out in the diversity strategy are aimed at broadening the administration's approach to diversity.



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## 2. Equal opportunities policies in the State of Berlin

### a. Competent equal opportunities bodies at the Senate level

In Berlin, individual administrative departments and units are currently tasked with advancing the various dimensions of diversity, with their responsibilities derived from various legal frameworks and their work determined by their respective staff and financial resources.

This section provides an overview of where these responsibilities lie and will focus on the legal basis, as well as the broader strategies and programmes, that affect the administration's workforce and help to shape equal opportunities policies across the State of Berlin.

The **Office for Women and Equalities** at the Senate Department for Health, Care and Equality aims to implement equal treatment legislation at the state level and ensure that anti-discrimination policies are translated into practice. The office comprises units dealing with 'general and legal issues in the context of equal treatment policy', 'gender equality at the workplace and in the economy; structural policy', as well as 'Anti-Violence, women

in a healthy and social city'. A fourth unit, established in early 2020, promotes the Gender Equality Framework Programme (*Gleichstellungspolitisches Rahmenprogramm*; GPR), public visibility of women, and digitisation, and is responsible for implementing gender mainstreaming and gender budgeting across all administrative departments.

Berlin's Equal Treatment Act (*Landesgleichstellungsgesetz*; LGG) provides a strong legal framework for actively advancing gender and equal opportunities policies across Berlin's public services. Section 3(1) of the Act, for instance, requires all administrative units to actively promote the equal treatment of women and men in the workforce, and to tackle the existing underrepresentation of minorities. In addition, the Act mandates the publication of an Equal Treatment Report (*LGG-Bericht*), which serves to monitor in detail the measures adopted to enforce the LGG, with a particular focus on keeping track of the proportion of female staff in the public service and their pay grades, as well as other measures designed to promote gender equity, for instance in public procurement. The Equal Treatment Act also grants women's representatives extensive participation rights.

To actively advance equal treatment policy and implement the parliament's decision on gender mainstreaming and gender budgeting, the Gender Equality Framework Programme was established in 2008. It is subject to regular review and contains concrete measures formulated and implemented by the central and district administrations that take into view the Programme's five key areas for action: education, gainful employment, demographic change, social justice and integration. The majority of the Programme's measures focus on the departmental policies that immediately address citizens' concerns or—following consultation with gender equality and women's representatives—the administration's workforce.

The duties of Berlin's **Senate Commissioner for Integration and Migration**, who is affiliated with the Senate Department for Integration, Labour and Social Services, are outlined in Berlin's Participation and Integration Act (*Partizipations- und Integrationsgesetz des Landes Berlin*; PartIntG), which was adopted in 2010 and is currently under revision to ensure it reflects the current needs of society, which has become more strongly shaped by migration. One of the Integration Commissioner's duties is to work towards ensuring that citizens with a migrant background are able to participate in all areas of society as equals. To this end, the Commissioner seeks to eliminate all barriers to participation and all forms of structural discrimination encountered by migrants, for instance by developing suitable strategies, concepts and measures. At the same time, the Commissioner is an ombudsperson for

migrants in Berlin and provides counselling and advice on legal and social issues.

The Commissioner also promotes administrative reforms aimed at increasing diversity. This reform process is crucial to ensuring that the administration is able to reflect the city's increasingly diverse society and help Berlin define itself as an immigrant city.

Established in 1989, the **LGBTI Unit** at the Senate Department for Justice, Consumer Protection and Anti-discrimination works towards emancipating Berlin's lesbian, gay, bisexual, transgender and intersex (LGBTI) community, eliminating discrimination across all areas of society and pushing for broader acceptance of diverse sexual identities and orientations. Its mission includes working on legislation and regulations, collecting and providing access to information on relevant issues, developing concepts and campaigns, as well as raising public awareness and advising social institutions. The Unit is part of a nationwide and international network and coordinates the various measures implemented by the Senate Departments and civil society actors that are aimed at promoting the 'Berlin supports self-determination and the acceptance of sexual diversity' initiative. A central pillar of its efforts to empower and support Berlin's LGBTI community is the funding provided to respective welfare services.

Working independently and with a cross-departmental approach, the **Senate Commissioner for People with Disabilities'** mission is to ensure that the State of Berlin meets its obligation to create equal living

conditions for disabled and non-disabled people alike across all areas of society. The legal basis for the Commissioner's work was created in 1999 through Section 11 of the Constitution of Berlin (which sets down the creation of equal living conditions for disabled and non-disabled people), which subsequently became Section 1 of Berlin's Equality Act (*Landesgleichberechtigungsgesetz*; LGBG).

Among other things, the Act requires Senate Departments to involve the Commissioner for People with Disabilities in drafting primary and secondary legislation that affects disabled people. The Act thus sets down that the task of devising policies aimed at improving the lives of disabled people needs to be tackled jointly across all Senate Departments.

The 'Convention on the Rights of Persons with Disabilities', ratified by Germany in March 2009, has done much to improve the status of the Act. Among other things, the Convention obliges states to prohibit all forms of disability-related discrimination and ensure that disabled people are legally protected from discrimination. But the convention, which is binding under international law, also goes beyond this by establishing disability rights that touch almost all areas of life. Article 33 of the UNCRPD defines the procedural requirements that states need to establish in transposing the Convention into national legislation, which include designating a coordination mechanism. In Berlin, this role is performed by the Commissioner for People with Disabilities. Together, Berlin's Equal Rights Act and the UNCRPD provide the key framework for the Commissioner's task, which is to shift

the paradigm from integration to inclusion.

The **Senior Citizens Policy Unit** is affiliated with the Senate Department for Integration, Labour and Social Services.

The guidelines on senior citizens policy constitute a core instrument for advancing, facilitating and managing senior citizens policy and are designed to reflect the needs of the older generation. They involve the compilation of reports highlighting the status quo of senior citizens policy, providing orientation and outlook while taking account of older people's changing needs.

The scope of its work in promoting political participation is defined by Berlin's Senior Citizens Participation Act (*Berliner Seniorenmitwirkungsgesetz*; BerlSenG), which was adopted in June 2006 and amended in 2016. Berlin was the first federal state to grant political participation rights to senior citizens. The Act will be evaluated in 2020-21 to ascertain its effectiveness.

Berlin's **State Office for Equal Treatment and against Discrimination** (*Landesstelle für Gleichbehandlung – gegen Diskriminierung*; LADS) was established in 2007 and tasked with eliminating discrimination and advancing prevention approaches. Also referred to as the **Anti-discrimination Office**, it has been organisationally affiliated with the Senate Department for Justice, Consumer Protection and Anti-Discrimination since 2018.

Its work is defined by the objectives laid down in Berlin's recently adopted Anti-Discrimination

Act (*Landesantidiskriminierungsgesetz*; LADG), the 2006 General Equal Treatment Act (*Allgemeines Gleichbehandlungsgesetz*; AGG) and further European, national and state anti-discrimination legislation. With its activities, the Office seeks to prevent and eliminate discrimination on the grounds of ethnicity and skin colour, sex/gender, religious affiliation or world view, disability, age, or sexual identity, and to foster a culture which embraces diversity. Berlin's Anti-Discrimination Act contains a separate chapter that elaborates the latter task. It defines the objectives of preventing and eliminating discrimination, and fostering an inclusive culture as cornerstones of all administrative activities, and makes diversity training for senior staff mandatory.

In addition to advancing the departmental policies mentioned above, the LADS is also tasked with developing measures to promote equal opportunities and strengthening diversity and participation within the administration and in society. In this vein, it also tackles ideology-based discriminatory behaviour and helps to prevent right-wing extremism, Islamism and anti-Semitism.

The Office also encourages the prevention and elimination of discrimination through awareness-raising campaigns that reach out to society at large, the administration and politicians. It safeguards and promotes the ongoing advancement of Berlin's prevention and counselling infrastructure as well as the development and implementation of strategies to break down structural discrimination.

## b. Diversity approaches as a contribution to equal opportunities in the State of Berlin

For some time now, the administration has been implementing diversity approaches that advance cross-departmental strategies and measures to increase diversity across the administration. While diversity approaches work well to support target group-specific actions, it is important to note that they are neither designed nor suited to replace these actions. Rather, each topic and focus needs to be assessed individually in order to identify which issues are best advanced via cross-departmental approaches and which are best promoted using target group-specific methods. Naturally, these various approaches can be combined.

Taking a joint and cross-departmental approach to advancing equal opportunities will deliver the following benefits:

- **Building common ground**  
By bringing all relevant actors together to define a set of common objectives, align actions and measures, and identify shared interests, we can strengthen the very core of what equal opportunities policy is about.
- **Better allocation of resources**  
Equal opportunities policies often share similar approaches and objectives, aiming, for instance, to help the workforce gain a better understanding of the people they

serve, establish points of contact, develop mission statements that provide orientation, and implement measures. Therefore, it makes sense to work towards a shared approach to tackling these and other objectives, both in terms of focus and in light of each administration's limited resources. Parallel processes within the administration that address similar issues and bring together the ever same set of actors can generate opposition, undermining the actual objective.

- **Cooperation increases acceptance**

Berlin's equal opportunities policy strives to be transparent, easy to understand and interconnected. Because each department has responsibilities that have evolved over time, overlapping missions and objectives in their equal opportunities policies are not always easy to identify from the outside. Building on communication that highlights the core objectives shared by their equal opportunities policies can increase acceptance and help to better understand diverging approaches.

- **Promoting a new culture together**

All equal opportunities policies have the same objective: to promote an open and diverse administration and eliminate inequality. Keeping this shared aim in mind can help us to initiate and implement a host of measures together across administrative departments. To ensure that such measures truly shift the administrative mindset, the diversity strategy will provide the framework to embed and

cluster individual measures into a broader, coherent policy. Experience has shown that individual measures, such as one-off training events, often fail to develop a lasting impact.

Responsibility for developing and coordinating diversity strategies throughout the State of Berlin rests with the Anti-Discrimination Office (LADS), which has been implementing diversity-related projects since 2009. The Office will also support administrations in planning and implementing respective measures to promote diversity and equal opportunities. An additional unit, the **Diversity and Equal Opportunities Unit**, was established in 2018 to equip the LADS with additional resources to advance diversity strategies.

As diversity approaches can only be developed and implemented in cooperation with the respective equal opportunities actors within the administration, the **Diversity and Equal Opportunities Network** (*Netzwerk Vielfalt und Chancengleichheit*) was set up in 2011, which is coordinated by the LADS. It provides a forum for members to learn about their respective projects, activities and initiatives, and share experiences, strategies and concepts. This not only helps to enhance the quality of their work, it also makes it easier to align activities and launch joint projects. The network has played a crucial role in the development of the diversity strategy, as it gave all involved actors the opportunity to present and discuss their respective input, and it will remain a crucial

environment for implementing a number of measures and refining the diversity strategy as we move forward.

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## 3. Development and implementation

### a. Looking back: developing the first diversity strategy

Berlin's diversity strategy is the outcome of a long process and was formulated by the administration's workforce with support from external experts. We do not see it as a final document, but as the first milestone of a longer transition that will reshape Berlin's administration.

This section describes the development of the strategy's individual pillars.

**Mission Statement: 'Berlin—a cosmopolitan city with an administration that embraces equal opportunities!'<sup>1</sup>**

This mission statement is an essential pillar of the diversity strategy, reflecting the administration's position on diversity within and beyond its immediate environment and serving as a guide for future administrative actions.

It was developed over the course of six workshops held in 2018-19 by a group that comprised: the heads of the central service offices of each Senate Department, the equality representatives at Senate level, the Commissioner for People with Disabilities, the Central HR Management Office (Senate Department for Finance), the central disabled employees' representative, four district representatives nominated by the Council of Mayors, central staff council representatives, and the central youth and trainee representatives.

It was adopted by the Senate on 13 August 2019 and submitted by the Senate Department for Finance, the Senate Department for Integration, Labour and Social Services and the Senate Department for Justice, Consumer Protection and Anti-Discrimination (S-2300/2019). It is an important pillar of the diversity strategy, as it provides orientation and can be used to create change within Senate Departments.

<sup>1</sup> The mission statement's original title is *Weltoffenes Berlin – chancengerechte Verwaltung!*

### **Measures related to diversity and HR**

Three commissioned reports laid the foundations for the measures that were subsequently developed: ‘Diversity and recruitment’ (2017), ‘Diversity and apprenticeship schemes’ (2018), and ‘Diversity and professional development’ (2019).

Their content and recommendations were evaluated bilaterally and in expert panels that brought together staff from the respective Senate Departments, district administrations, and the Senate Commissioner for People with Disabilities. Additional feedback was collected via the Diversity and Equal Opportunities Network and meetings with the Central HR Management Office (Senate Department for Finance).

The aim of these in-depth discussions was to enable the working group to formulate measures that are in step with actual practice and easy to implement.

### **Measures related to ‘diversity and language/imagery’**

From early on, participative processes were launched to give civil society actors a voice. The measures formulated in this policy area build on their recommendations.

Alongside individual measures, the main document in this policy area is a diversity-sensitive guide designed to raise employees’ awareness and offer recommendations and advice on key terminology. Experts with a

background in journalism from some of the communities addressed in the guide were asked for feedback on the draft version. The aim was to incorporate both their knowledge and perspective in formulating the guide. Finally, the guide was circulated to the Senate Departments responsible for equal opportunities for review.

### **Diversity representatives at district and Senate Department level**

The Senate Departments and district administrations were requested to nominate diversity representatives in January 2018. Their duty is to coordinate, initiate and facilitate diversity actions in their respective administrations. One of the long-term visions is to build a diversity network spanning all administrative departments that evaluates and consults on implemented or planned actions, as even without a diversity strategy in place, the Senate members are responsible for implementing diversity measures in their respective departments.<sup>2</sup> Looking forward, these intra-departmental processes will be advanced and coordinated across departments.

In March 2018, the diversity representatives were invited to a launch event that opened with a welcome address from the Permanent Secretary for Anti-discrimination and Consumer Protection. The event was followed by a training scheme comprising seven modules between August 2018 and May 2019 that allowed participants to learn about diversity issues,

<sup>2</sup> Berlin’s Senate consists of the Governing Mayor and up to ten Senators heading the respective Senate Departments (*Senatsverwaltungen*).

share input on how to plan and implement their own diversity measures, and identify useful instruments and tools.

In the future, the State Office for Equal Treatment and against Discrimination will organise annual or twice-yearly networking events to help diversity representatives tackle current challenges and advance specific diversity actions in their respective administrations.

## b. Diversity strategy management

The measures assembled in this diversity strategy are to be implemented within three years of its adoption by the Senate.

To help coordinate and implement the strategy's objectives and measures, the Anti-discrimination Office will establish a steering committee that will comprise the heads of the Senate offices responsible for advancing equal opportunities, the Central HR Management Office, a central staff council representative, the central disabled employees' representative, the Commissioner for People with Disabilities, central youth and trainee representatives, as well as further relevant actors, if needed. The committee will also include an independent researcher who will serve as an external expert. The advisory committee on diversity (*IKÖ Diversity-Begleitgremium*), which was already involved in drafting the mission statement, will help implement and coordinate diversity measures in the respective administrations. Its members are listed above in section 3a. Its task

is to monitor and facilitate the implementation of the strategy's diversity measures within individual Senate Departments. Meetings are prepared by the State Office for Equal Treatment and against Discrimination (Justice Department), the Integration Office (Integration, Labour and Social Services Department), and the Central HR Management Office (Finance Department).

## c. Reporting

The Anti-discrimination Office (Justice Department) coordinates all reporting activities on the diversity strategy. The measures listed below are to be implemented within three years of the strategy's adoption by the Senate, after which the Anti-discrimination Office will compile an evaluation.

This report will be published and will contain:

- A report on the progress made in implementing the diversity measures laid out in the strategy, based on feedback from the competent bodies and representatives designated in each set of measures.
- An overview of the individual diversity actions launched by each Senate Department, such as activities undertaken to communicate the mission statement. The Anti-discrimination Office will develop a matrix to ensure coherent and robust reporting, with input provided by the respective administrations.
- Proposals and suggestions to improve the diversity strategy, based on the experiences gained over the past three years.

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## 4. Measures

This section describes the measures in two key areas for action: ‘diversity and HR’ and ‘diversity and language/images’.

### a. Diversity and HR

In the immediate future, Berlin’s administration faces the challenge of having to attract fresh talent while being in competition with other large public employers, some of whom offer better salaries. For this reason, the administration will need to present itself as an attractive employer and target people from a wider range of social backgrounds for recruitment. This is a huge opportunity to increase diversity across the workforce. Hiring practices and training schemes can be improved to attract diversity-competent candidates or

applicants who show an interest in advancing diversity.

The following set of measures thus includes actions that are designed to improve diversity-sensitive recruitment processes as well as training and professional development schemes. Studies on organisational diversity repeatedly show that employers cannot close this gap by focusing on recruitment alone. Instead, organisations need to develop a conscious and competent approach to diversity. Professional development schemes can help to gradually increase the representation of minority groups across all levels and ensure that employees from underrepresented backgrounds have opportunities to progress from lower roles.

## **MEASURES**

### **OBJECTIVE 1:**

**Make diversity objectives and measures a key priority in all areas and all HR management tools**

#### **Measures:**

#### ***1.1 Systematically integrate the diversity measures outlined in this document into all major HR management tools at state level***

Together with the Anti-discrimination Office (Justice Department) and in consultation with all equal opportunities representatives at the Senate level, the Central HR Management Office (Finance Department) will identify ways to integrate the diversity strategy's objectives and measures into all major HR management tools at state level (recruitment and career progression action programme, HR management report, etc.).

#### **Indicator(s):**

Updated reports/management tools.

#### ***1.2 Ensure regular meetings between the Central HR Management Office and the Diversity and Equal Opportunities Network***

Representatives of the Central HR Management Office (Finance Department) shall be present at meetings of the Diversity and Equal Opportunities Network at least twice a year. Their participation can help to increase awareness of diversity and equal opportunities issues in the state's strategic HR management practices.

#### **Indicator(s):**

Participation, minutes, list of emerging cooperations and products.

**1.3 *Involve the competent anti-discrimination bodies and diversity representatives in the development of key HR management tools***

To refine its recruitment, selection and professional development tools at state level, the Central HR Management Office (Finance Department) will seek advance input from all equal opportunities representatives at the Senate level.

**Indicator(s):**

List of instruments and inputs.

**1.4 *Ensure that professional development tools focus consistently on diversity skills***

In consultation with all equal opportunities representatives at the Senate level, the Central HR Management Office (Finance Department) will gradually review whether its HR management tools actively promote diversity. The main aim is to ensure that instruments help to advance diversity skills.

**Indicator(s):**

Revised HR management tools.

**OBJECTIVE 2:****An administration that better reflects the city's diverse population****Measure:****2.1 Establish a working group on equal opportunities data**

The Central HR Management Office (Finance Department) and the Anti-discrimination Office (Justice Department) will establish a working group comprising all equal opportunities representatives at the Senate level, the statistics office of the Finance Department and Berlin's data protection commissioner, as well as further experts from within or outside the administration, if needed. The working group will:

- a. Share and exchange information on the current state of play:**  
Based on the available data, how well are minority groups and communities currently represented within the administration?  
How diverse are newly recruited staff and trainees? Based on the available data, which correlations can help to understand the complexities of intersectionality?
- b. Outline the purpose and necessity of collecting additional staff data:**  
Which data are necessary to assess the representation of specific groups or communities across the workforce? Which data are necessary and robust enough to provide a basis to formulate and review targeted diversity measures and objectives? Are there viable alternatives in case data cannot be collected on legal grounds, or in case collected data are not representative?
- c. Assess whether quantitative targets help to advance workforce diversity:**  
The working group will assess the feasibility of setting quantitative workforce diversity targets (sex/gender, migrant background and disability), taking into account the existing legal provisions laid out in Section 4 of Berlin's Equal Treatment Act.



**Indicator(s):**

Working group meetings, minutes, recommendations for further action, commissioned reports (if needed).

**OBJECTIVE 3:****Facilitate cooperation among competent anti-discrimination bodies and diversity representatives****Measure:*****3.1 Create staff resources to enable the competent anti-discrimination bodies and diversity representatives to network and cooperate***

Equip all equal opportunities representatives at the Senate level with the resources they need to be able to cooperate across departments and participate in network meetings. Diversity objectives and measures can only be set and implemented together with the experts from competent anti-discrimination bodies and diversity representatives.

**Indicator(s):**

Staff resources available to support the competent anti-discrimination bodies and diversity representatives in their cross-departmental work.

**OBJECTIVE 4:****Improve the flow of information and knowledge on diversity and the workforce across Senate and district administrations****Measure:*****4.1 Establish an intranet platform to promote exchange on diversity and the workforce***

In consultation with all equal opportunities representatives at the Senate level, the Central HR Management Office (Finance Department) and the Anti-discrimination Office (Justice Department) will launch and coordinate an intranet platform for HR staff within the Senate and district administrations. The platform shall make available key information on 'diversity and HR' and facilitate exchange and communication among staff.

**Indicator(s):**

Intranet platform is online.

***4.2 Facilitating exchange on diversity and HR***

The Anti-discrimination Office (Justice Department) and the Central HR Management Office (Finance Department) will organise annual or twice-yearly meetings to enable colleagues to share knowledge and experience regarding diversity and HR. Meetings shall have a shifting focus. Diversity colleagues shall also be encouraged to participate.

**Indicator(s):**

Minutes of the meetings.

**OBJECTIVE 5:****Identify opportunities to advance positive measures in the public service****Measure:*****5.1 Seek legal opinion to assess the scope for setting up positive measures in the public service***

In consultation with all equal opportunities representatives at the Senate level, the Central HR Management Office (Finance Department) and the Anti-discrimination Office (Justice Department) will review positive measures in the public service, including the introduction of target quotas for training schemes and appointments. If necessary, they will seek a legal opinion to assess whether such measures conform with current legislation. The opinion should highlight the possible scope of such HR policies with regard to each protected characteristic.

**Indicator(s):**

Legal opinion, if required.

## **RECRUITMENT**

### **OBJECTIVE 6:**

**Make diversity skills a key priority of the administration's hiring policy**

#### **Measure:**

##### ***6.1 Review job profiles to include diversity***

In a city as diverse as Berlin, diversity skills represent a key skill set for the administration's workforce. Correspondingly, job profiles need to be updated to reflect the significance of diversity skills. Drawing on Annexe 2 (*Muster Anforderungsprofil*) of the guidelines on the assessment of civil servants of the general administration (*Ausführungsvorschrift über die Beurteilung der Beamtinnen und Beamten der Laufbahnrichtung des allgemeinen Verwaltungsdienstes; AV BAVD*), each Senate Department will therefore revise its job profiles to include diversity skills, taking into account that these skills cover both social and professional dimensions.

#### **Indicator(s):**

All job profiles have been updated to include diversity skills.

## OBJECTIVE 7:

### Actively promote diversity across the administration

#### Measures:

#### ***7.1 Advance the status of diversity in the administration's employer branding campaigns***

Diversity is a key factor in making Berlin an attractive place to work, and it will be featured prominently on the administration's careers website and other online resources dedicated to attracting talent. These resources will also highlight the actions the administration is taking to advance diversity.

#### **Indicator(s):**

The issue of 'diversity' will feature prominently on the administration's employer branding website.

#### ***7.2 Test new strategies to achieve greater diversity in the administration***

The Central HR Management Office (Finance Department) and other actors tasked with recruitment will test new strategies (campaigns, participation in fairs that attract potential talent, information communicated to specific target groups, grants, etc.) to reach groups and communities that are underrepresented in the administration.

#### **Indicator(s):**

List of relevant activities.

#### ***7.3 Develop a campaign to build diversity in Berlin's administration***

Together with the Anti-discrimination Office and in consultation with all equal opportunities representatives at the Senate level, the Central HR Management Office (Finance Department) will develop a campaign to increase diversity across the administration.

#### **Indicator(s):**

Campaign for greater diversity.

**OBJECTIVE 8:****Make diversity a key priority in recruitment and selection****Measures:*****8.1 Develop guidance on how to advance diversity in recruitment and selection***

In cooperation with the Central HR Management Office (Finance Department) and all equal opportunities representatives at the Senate level, the Anti-discrimination Office (Justice Department) will develop guidance on how to advance diversity in recruitment and selection. This guidance will cover employer branding, diversity-related biases, criteria for reviewing job profiles and job postings, sample job profiles and postings that address diversity skills, material to help make selection fairer, etc.

**Indicator(s):**

Guidance on diversity in recruitment and selection.

***8.2 Increase the availability of training courses that promote diversity-sensitive appointment processes***

The Verwaltungsakademie Berlin (Berlin's state-run public administration school) will review its training sessions and courses for HR staff and senior leaders to ensure these offerings give participants the knowledge to shape diversity-sensitive appointment processes. In terms of content, these training sessions and courses may overlap with the measures contained in the guidance document (see above, Measure 8.1). If necessary, the school will review or update its curricula together with the Anti-discrimination Office (Justice Department) and in cooperation with all equal opportunities representatives at the Senate level.

Once the guidance document (Measure 8.1) is available, the Verwaltungsakademie will organise a round-table event for its teachers, to be hosted by the Anti-discrimination Office (Justice Department).

**Indicator(s):**

Training concepts and training for the teachers of the Verwaltungsakademie Berlin.

## **TRAINING**

### **OBJECTIVE 9:**

**Ensure diversity is reflected in the training schemes and professional development courses offered by the Verwaltungsakademie**

#### **Measures:**

##### ***9.1 Systematically integrate diversity into the training curricula of the Verwaltungsakademie***

According to the Vocational Training Act (BBiG), the Verwaltungsakademie Berlin is the body responsible for ten training occupations whose graduates mainly join the state administration or state-owned companies.

Taking the vocational training for administrative clerks (*Verwaltungsfachangestellte\*r*) as an example, the Verwaltungsakademie will, with support from the Anti-discrimination Office (Justice Department) and all equal opportunities representatives at the Senate level, systematically ensure diversity is reflected in the curricula of its in-service training courses.

#### **Indicator(s):**

Updated curricula.

##### ***9.2 Define diversity skills as essential occupational skills for entry-level posts in the administration***

Administrative culture is essentially shaped by the non-technical administrative service. To build diversity in this environment, job profiles for both service class 2 entry-level posts and their two related trainee programmes will be reviewed to ensure they define diversity skills as transversal skills.

#### **Indicator(s):**

Job profiles that define diversity skills as occupational skills.

### ***9.3 Integrate in-depth knowledge on diversity and equal opportunities into the training curricula for service class 2 posts of the non-technical administrative service***

In-depth knowledge, including legal expertise, on diversity and equal opportunities is integrated into in-service training curricula for service class 2 posts of the non-technical administrative service. For this, the Verwaltungsakademie, the Anti-discrimination Office (Justice Department) and additional roles will launch a pilot scheme to review and update the in-service training sessions offered by the Verwaltungsakademie for trainees as well as for probationary staff in the higher and senior non-administrative service.

#### **Indicator(s):**

Updated curricula.

### ***9.4 Integrate diversity into the curricula of the ‘Train the trainer’ courses offered by the Verwaltungsakademie***

In cooperation with the Verwaltungsakademie and all equal opportunities representatives at the Senate level, ‘Train the trainer’ courses will use concrete scenarios to promote fair and respectful treatment of trainees. Curricula will be updated accordingly.

#### **Indicator(s):**

Updated curricula.

### ***9.5 Integrate diversity into the curricula of vocational training schemes***

Teaching diversity is key in vocational training schemes aimed at preparing staff for the higher administrative service. The curricula of these training schemes already comprise seminars, workshops and excursions designed to enhance students’ intercultural skills. Together with all equal opportunities representatives at the Senate level, the Verwaltungsakademie will expand these curricula to address additional dimensions of diversity.

#### **Indicator(s):**

Updated curricula.



**OBJECTIVE 10:****Develop a Diversity Check for training schemes****Measure:*****10.1 Create guidance on establishing a Diversity Check, using the vocational training curriculum for administrative clerks (Verwaltungsfachangestellte) as reference***

A working group comprising all equal opportunities representatives at the Senate level, the Anti-discrimination Office (Justice Department) and the Central HR Management Office (Finance Department) will, together with the Verwaltungsakademie, review whether the training curriculum for administrative clerks addresses diversity. Based on the results, the working group will produce guidance for a Diversity Check of training schemes in Berlin. The topics covered by these guidelines will include:

- employer branding, preparation
- selection of trainees
- structure of the training curriculum
- diversity as an occupational and social skill set.

**Indicator(s):**

Finalised guidance document.

**OBJECTIVE 11:****Develop and carry out a survey among trainees to record experiences of discrimination****Measure:*****11.1 Design and carry out a survey that records the needs, interests and discrimination experienced by trainees***

In cooperation with the individual departments, offices and units responsible for defining training curricula in the State of Berlin, the Anti-discrimination Office (Justice Department) will design a survey to be carried out among trainees. This survey shall contain a defined set of statements that can be refined by making specific additions, if necessary. The survey shall be tested in a pilot scheme, after which the initial set of statements will be reviewed and made available to other units, offices and departments that provide training.

**Indicator(s):**

Survey design, pilot survey.

## **PROFESSIONAL DEVELOPMENT**

### **OBJECTIVE 12:**

#### **Develop diversity targets for HR and review their implementation**

##### **Measures:**

##### **12.1 Develop diversity targets**

In consultation with all equal opportunities representatives at the Senate level, a working group comprising the Central HR Management Office (Finance Department), the Anti-discrimination Office (Justice Department) and further experts, upon request, will define a set of targets for HR regarding individual characteristics. Formulated in full compliance with data privacy provisions, these targets will be both quantitative and qualitative, helping to evaluate workforce composition and build the skills needed to ensure that administrative work is carried out in line with diversity values. Planned regular reports will highlight how diversity is being implemented in HR.

##### **Indicator(s):**

Regular reports on HR and diversity.

##### **12.2 Collect HR management data**

Participation in professional development opportunities (including further training, mentoring, coaching sessions, etc.) will be evaluated building on available data. Ideally, the collected data will not only include information on protected characteristics, but also on the type of employment and position.

##### **Indicator(s):**

Improved HR management.

## OBJECTIVE 13:

**Evaluate all discrimination complaints filed by the workforce relating to the Equal Treatment Act (AGG) in anonymised form**

### **Measure:**

#### ***13.1 Centralised collection of discrimination complaints relating to the Equal Treatment Act (AGG)***

Moving forward, data on all complaints filed by staff who feel they have been discriminated against by senior or other staff will be collected centrally by the Anti-discrimination Office (Justice Department).

The Anti-discrimination Office will issue regular reports containing anonymised data on the number and content of complaints. The aim in collecting these data is to make discrimination visible and develop concrete actions for HR.

### **Indicator(s):**

Actions that promote the collection of robust complaints data within the administration.

**OBJECTIVE 14:****Make diversity skills a key priority in the administration's workforce****Measures:*****14.1 Develop criteria for the operationalisation of diversity skills and to aid their implementation***

In consultation with all equal opportunities representatives at the Senate level and the Central HR Management Office (Finance Department), the Anti-discrimination Office (Justice Department) will develop criteria and examples on how to operationalise diversity skills.

**Indicator(s):**

Documented operationalisations and examples.

***14.2 Develop a diversity training course***

Together with further diversity training providers and in consultation with all equal opportunities representatives at the Senate level, the Anti-discrimination Office (Justice Department) will develop a basic diversity training course for the administration's workforce. The course will introduce diversity as an occupational and social skill, and will be flexible enough to address challenges experienced by staff in their work context, regardless of their role or level within the department, in order to highlight the relevance of diversity and equal opportunities for all administrative activities.

**Indicator(s):**

Finalised training concept.

**OBJECTIVE 15:****Make diversity a key priority in all professional development opportunities****Measures:*****15.1 Evaluate whether diversity is adequately addressed in introductory courses for new staff and training courses for senior staff***

Together with the Anti-discrimination Office (Justice Department) and in consultation with all equal opportunities representatives at the Senate level, the Verwaltungsakademie will evaluate the dimensions of diversity currently covered in introductory courses for newly hired staff, leadership courses, and courses for senior leadership roles. Starting with one of the offered courses, the training curriculum will either be revised or updated to address diversity skills as essential occupational skills. Gradually, the contents of all training courses on offer will be reviewed.

**Indicator(s):**

Reviewed (and updated) curricula.

***15.2 Assess the need for training sessions and courses to advance diversity throughout the administration***

Together with the competent diversity bodies and the Central HR Management Office (Finance Department), the Anti-discrimination Office (Justice Department) will assess the need for targeted development opportunities for staff from underrepresented groups. These may include group-based (seminars, training sessions, workshops) and individual development opportunities (coaching sessions), or support to build staff networks. The analysis will include an overview of development opportunities currently available for federal and state administrative staff. If the need is confirmed, the competent bodies will launch a pilot scheme.

**Indicator(s):**

Analysis and implemented pilot scheme, if necessary.

**OBJECTIVE 16:****Use staff surveys as a tool to identify experiences of discrimination****Measure:****16.1 Ensure staff surveys include a focus on diversity**

Together with the body responsible for staff surveys, the Anti-discrimination Office (Justice Department) will prepare an additional set of questions to be added to the standard questionnaire to cover experiences of discrimination. Both bodies will further assess whether including the option to provide additional personal information effectively adds value to the survey. The proposed set of questions will be refined in consultation with all equal opportunities representatives at the Senate level.

**Indicator(s):**

Updated questionnaire.

## **b. Diversity and language/ imagery**

The aim of public relations work is to reach as many people as possible, and it succeeds whenever texts and images resonate with their intended audience. People's lives and realities are diverse, especially in Berlin. When communicating with the public, administrations should keep in mind the diverse backgrounds of the people they serve, and be aware of the effects that language and images may have on different groups.

We should strive to communicate respectfully with the public, irrespective of a person's age, gender, sexual identity, religious affiliation or world view, ethnicity, skin colour, or disability. This means that we need to be familiar with current legislation, but we also need to develop ideas on how to shape communications and

public relations work in ways that reflect the whole of society, are inclusive, and result in documents that are easy to read and fill in.

How language is used in the public realm is and always has been the subject of fierce debate. It requires us to negotiate complex and delicate issues, ranging from how we address people to acknowledging the meaning and impact of certain designations. The guidance and measures assembled here aim to make this debate more objective and increase our understanding of how we use language. They are less about banning terminologies and more about rendering clearer the connotations of certain expressions in order to explain the social debate triggered by the use of certain words or phrases. Our motivation is to help staff become more aware of how they use language, and to help them adopt terminology and images that are more inclusive.



## **MEASURES**

### **OBJECTIVE 1:**

**Provide more training opportunities to establish broader use of diversity-sensitive language and images**

#### **Measures:**

##### ***1.1 Develop training opportunities to foster the use of diversity-sensitive language and images***

The Verwaltungsakademie will review whether its current course programme includes training opportunities with a focus on promoting diversity-sensitive (non-discriminatory and valuing) language and images. Should this not be the case, a suitable course will be developed by the Verwaltungsakademie and the Anti-discrimination Office (Justice Department) and added to the course programme as a pilot scheme.

#### **Indicator(s):**

Review results, training concept, updated course programme.

##### ***1.2 Update current training curricula to ensure they advocate the use of diversity-sensitive language and images***

Together with the Anti-discrimination Office (Justice Department) and in consultation with the Editorial Office (Senate Chancellery), the Verwaltungsakademie will develop a training module on diversity-sensitive language and images to be included in current imperia CMS tutorials.

#### **Indicator(s):**

Module concept, revised training curriculum.

### **1.3 Provide plain and easy-to-read German courses**

The Verwaltungsakademie will review whether there is a need to add plain or easy-to-read language courses to its existing programme. In cooperation with the Anti-discrimination Office (Justice Department) and the ICT Office (Interior Department), the Verwaltungsakademie will develop suitable training events building on Berlin's digital accessibility guidelines, and add these to its ongoing course programme.

**Indicator(s):**

Review results, updated course programme.

## **OBJECTIVE 2:**

### **Ensure images and diagrams avoid the use of stereotypes**

**Measures:**

#### **2.1 Initiate opportunities for all equal opportunities representatives at the Senate level to establish criteria and needs regarding the use of diversity-sensitive images**

The Anti-discrimination Office (Justice Department) will create a forum for all equal opportunities representatives at the Senate level, press and public relations staff from the district and Senate administrations and Editorial Office staff to establish criteria to guide the use of diversity-sensitive images. The objective is to define a set of criteria that will be circulated to all teaching staff at the Verwaltungsakademie, all online editors and public relations staff. Once this set of criteria is finalised, a joint needs assessment will identify the types of stock imagery that need to be sourced for the administration.

**Indicator(s):**

Minutes of meetings held, finalised set of criteria, needs assessment.

## **2.2 Source diversity-sensitive imagery for the State of Berlin**

Building on the needs assessment and the set of criteria defined above (Objective 2.1), the Editorial Office (Senate Chancellery) and the Anti-discrimination Office (Justice Department) will together evaluate the best options to source additional imagery, integrate it into imperia and communicate its availability to all relevant staff.

### **Indicator(s):**

Review results, availability of sourced imagery.

## **OBJECTIVE 3:**

### **Ensure all forms are accessible and use diversity-sensitive language**

### **Measure:**

#### **3.1 Assess the need for diversity-sensitive forms/communications**

The Anti-discrimination Office (Justice Department) will identify the online forms that need to be made accessible. Options include providing translated versions, or versions in plain German, easy-to-read German, and German sign language. To identify specific needs, the Anti-discrimination Office will reach out to civil society projects and associations (including organisations run by and for people with disabilities, migrant-run organisations, LGBTI projects) to learn which forms are frequently used and experienced as marginalising. The results of this survey will provide the basis for a list of recommended forms and documents that need to be changed, translated or made easy to fill in.

### **Indicator(s):**

Needs assessment, recommendations.

## OBJECTIVE 4:

Establish the sensitive language guidelines compiled by the Anti-discrimination Office<sup>3</sup> as a reference document for all administrative staff

### Measure:

#### **4.1 Circulate the sensitive language guidelines**

The guidelines contained in the brochure *Vielfalt zum Ausdruck bringen* are adopted as part of this strategy (see Annexe 2) and offer essential guidance for all administrative staff.

### Indicator(s):

Guidelines are published (in print and PDF format) and publicised across the administration.

<sup>3</sup> Published in German as *Vielfalt zum Ausdruck bringen*.

5.

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## 5. Mission Statement: Berlin—a cosmopolitan city with an administration that embraces equal opportunities!<sup>4</sup>

### **Shaping diversity**

Berlin is a rich tapestry of life, and as part of its vibrant culture, the Senate and district administrations respect and embrace this diversity. This means that each person must be treated and treat others with respect. While dealing with diversity may create friction, trigger conflict or give rise to contradictions, our administrative culture of discussing issues and addressing challenges openly is what makes us democratic.

The administration operates on the basis of Germany's Basic Law and is guided by the rule of law. Both are prerequisites to eliminating discrimination and creating legal certainty.

Berlin's administration resolutely opposes all forms of discrimination, and its structures and processes are organised accordingly.

### **Making the administration accessible for all**

Berlin's administration works to ensure its services reflect the needs of this growing,

dynamic and perpetually evolving city, and that its workforce serves the public. It operates in accordance with current legislation and acknowledges that people's needs and lives are diverse. It listens to the public, is sensitive to its needs and responds accordingly. To guarantee an effective policy of inclusion, the administration works hand in hand with civil society to ensure its services are accessible. Accessibility refers to both the built environment and other barriers faced by various groups and communities. The administration's workforce acknowledges these barriers and is actively committed to removing them.

### **Building an open and valuing administrative culture**

By building an open, valuing and inclusive working culture, our administration has laid the foundations for a cooperative ethos among our staff that increases the quality of our services and the administration's attractiveness as an employer. We are a learning organisation and see criticism as an opportunity to grow.

<sup>4</sup> This mission statement was adopted by the Senate on 13 August 2019 and submitted by the Senate Department for Finance, the Senate Department for Integration, Labour and Social Services and the Senate Department for Justice, Consumer Protection and Anti-Discrimination (S-2300/2019).

This culture is actively promoted and defended by our senior staff. Our entire workforce is committed to eliminating discrimination and valuing diversity. It is therefore essential for all members of the administrative workforce to gain the skills they need to deal with diversity and discrimination.

**Berlin is a cosmopolitan and diverse city. Our administration actively works to promote and acknowledge this diversity!**

**A diverse environment—promoting diversity in the administration**

The administration is committed to reflecting the city's diverse society. It is working to develop suitable recruitment and professional development strategies. It seeks to remove the barriers preventing prospective recruits from joining the administration and actively sets out to address underrepresented groups and communities. It establishes a welcoming and supportive environment for new staff.

# Impressum

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und Antidiskriminierung

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