Preface

In providing this synopsis, the National CRC Monitoring Mechanism of the German Institute for Human Rights wishes to highlight certain additional information relating to the suggestions it originally presented to the United Nations Committee on the Rights of the Child in its Parallel Report in October of 2019. It does not wish to withdraw any of those originally presented 59 suggestions. It does see a need, though, to emphasise some of the suggestions in light of the coronavirus pandemic and the associated state measures (additions are highlighted in green in the synopsis).

The onset of the coronavirus pandemic was accompanied by significant setbacks in the realisation of the rights of the child in Germany; the initial failure to consider the opinions and views of children and young people under 18 can serve as an example here. Moreover, the crisis threw previously existing deficits into sharp relief, such as the lack of structures in Germany that could have stepped up to ensure respect for children’s rights during a pandemic. The task facing all stakeholders now is to analyse these experiences and use the insights gained to make great progress in the realisation children’s rights in Germany.

Protect children whose vulnerability is further increased by the exceptional circumstances caused by the pandemic

In its parallel report, the National CRC Monitoring Mechanism writes about inequalities in the living conditions and opportunities of children in Germany that disadvantage some at the start of their lives and limit their prospects as adults. In this context, the report underlines the necessity of adopting a broadly conceived approach to social inclusion (see Section 4, headed “Children’s policy challenges for Germany”). Children affected by multiple discrimination, in particular, were deserving of special consideration from the Government during the coronavirus pandemic.

Taking note of the statement on Covid-19 that the UN Committee on the Rights of the Child issued in April 2020, the National CRC Monitoring Mechanism expressly calls on the federal and Länder cabinets and parliaments to increase their efforts to combat the causes of child poverty and to take targeted action to protect children against violence, particularly children who live in alternative care settings or in collective accommodation facilities, such as initial reception facilities or in shared accommodation for asylum seekers and refugees. In addition, children must be provided with detailed information about
where they can turn for information or advice or to lodge a complaint, and they must have direct access to those bodies.

Due to the health risks associated with the coronavirus pandemic, asylum-seeking and refugee children and their families should have been assigned to local governments and thus taken out of the collective accommodation facilities. This was also recommended by the UN Committee on the Rights of the Child in its April 2020 COVID-19 statement. It did not happen, though. It should have been possible for children living in alternative care settings to maintain personal relations and direct contact with their families in accordance with article 9 of the UN CRC. Children who had to witness violence in their homes or who were themselves the victims of violence should have received information on and access to assistance far earlier than they did.\(^1\) In view of the multiple discrimination children can be subject to, the federal government should have classed all programmes of child and youth services as "systemically important" (systemrelevant) – rather than only those structures involved in taking children into care in cases of child endangerment.

The lockdown also revealed the necessity for action in Germany to realise children’s rights in relation to the digital environment, with respect to children’s protection, access to digital learning devices and services and use of learning opportunities as well as to the teaching of digital literacy. The National CRC Monitoring Mechanism is currently compiling its comments on the Committee’s draft general comment on this topic and intends to disseminate the finalised document, when available, to the best of its abilities.

2 Suggestions from the CRC Monitoring Mechanism

The individual additions are highlighted in green.

SIGNIFICANCE OF THE CONVENTION IN GERMANY

Legal status of the Convention (p. 11–12)

1. The Committee should strongly urge Germany to incorporate the four general principles of the Convention into the Basic Law. In this context, the Committee should remind Germany that article 3, paragraph 1 of the Convention, on the best interests of the child as a primary consideration, and article 12 of the Convention, on the child’s right to be heard and respect for the views of the child, are inextricably linked.

The coronavirus pandemic has made it clear that the rights of the child do not enjoy constitutional status in the context of political action: for this very reason, children’s rights received only scant consideration in connection with fundamental decisions taken by political decision-makers during the crisis. This deficit in the application of rights could be remedied through the incorporation of the basic principles of the UN CRC. Crucial in this context is that the constitutional amendment should be worded so as to ensure, in every respect, the level of human rights protection afforded by the Convention.

2. The Committee should call on the federal and Länder governments to take direct action to introduce the necessary changes in non-constitutional law once children’s rights have been incorporated into the Basic Law.

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\(^1\) Recently, more offerings of this kind have begun to appear, a case in point being the television series “Kalinka08 melde Dich bitte” in the child- and youth programming of ZDF, a national public television broadcaster [accessed on 19.10.2020 at: https://www.zdf.de/kinder/film-ab/kalinka08-melde-dich-bitte-darum-gehts-102.html].
A comprehensive policy for children's rights in Germany (p. 12–13)

3. The Committee should urge the federal and Länder governments once again to take targeted measures to adopt, evaluate, improve and update a comprehensive policy on children's rights. In this context, the federal government should actively remind the Länder of their obligation in this respect.

4. In addition, the federal government should continue and expand its support of local initiatives such as BAG Kommunale Kinderinteressenvertretungen, a national association of institutions and individuals involved in children’s advocacy at the local level, and the programme Child-Friendly Communities which is a project of UNICEF and the German Children’s Fund.

Awareness-raising (p. 13–14)

5. The Committee should reiterate its previous recommendations to the federal and Länder governments, calling on them to make the Convention better known in Germany, and to actively move forward with awareness raising and training for all persons who work with children. This applies in particular to media, education, justice-system and health-sector professionals. Children and their parents should be actively involved in these efforts.

The coronavirus pandemic has made it clear just how harmful the effects of insufficient awareness of the scope of the UN CRC can be for children.

STRUCTURES FOR THE REALISATION OF THE CONVENTION IN GERMANY

Coordination of government action (p. 15–17)

6. The Committee should reiterate its recommendation that the Federal Government establish a permanent national body with adequate capacities at the federal level and promote the establishment of corresponding Länder-level structures, for the purposes of coordinating the implementation of the Convention in the State party.

The coronavirus pandemic has highlighted the lack, at both the federal and Länder level, of commissioners for children’s affairs who are in a position to urge compliance with the provisions of the UN CRC and be heard immediately in the cabinets and parliaments of the federal and Länder governments.

7. The legislative impact assessment project Youth-Check, which was set up in 2017, should be expanded to include the assessment of legislative impacts on children under 12 years of age and should be put on a statutory basis.

Data collection and children’s rights indicators (p. 17–18)

8. The Committee should recommend that Germany develop and implement a comprehensive system for the collection of data on children’s rights at the federal and Länder level.

The coronavirus pandemic has highlighted the importance of the systematic collection of data on children’s rights for the planning and review of State measures. In particular, the Federal and Länder Governments relied only on the advice of expert bodies when assessing the proportionality of measures associated with coronavirus pandemic that affected children and young people, and not on findings from research or surveys that they themselves had commissioned. Recurring surveys to verify that their measures are achieving the intended results, in the sense of children’s rights monitoring, are not being conducted.2

2 The first findings of this kind to be released were the initial results of the “Corona-KiTa” study, which the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the Federal Ministry of Health commissioned the German Youth Institute (DJI) and the Robert Koch
Among other things, this entails the development of children’s rights indicators for all of the Convention rights – a task which should be undertaken by the Federal Government in cooperation with the German Youth Institute and the Monitoring Mechanism and with the participation of civil society – and the allocation of the resources necessary to support this.

Independent monitoring (p. 18–20)

10. The Committee should call on Germany’s federal government to secure the funding of the National CRC Monitoring Mechanism in the Bundestag by increasing funding for the German Institute for Human Rights, thus ensuring independent monitoring of the Convention, analogous to that carried out by the National CRPD Monitoring Mechanism.

The coronavirus pandemic has made it clear that the human and financial resources provided to the National CRC Monitoring Mechanism are insufficient. The National CRC Monitoring Mechanism was forced to postpone activities in other important lines of work in order to address the issue “corona & human rights” and support related advocacy activities (for instance, by translating the statement of the UN Committee on the Rights of the Child of April 2020 into the German language and drawing up a statement of its own on COVID-19). Establishing a permanent base for the National CRC Monitoring Mechanism in the German Institute for Human Rights, Germany’s independent national human rights institution, is warranted.

11. The federal government should augment the financial resources of the National CRC Monitoring Mechanism to enable it to live up to its mandate for the comprehensive monitoring of children’s rights in Germany.

12. The federal government should work towards an independent monitoring of children’s rights at the Länder level.

Complaint mechanisms (p. 20–22)

13. The Committee should urge the federal and Länder governments to take swift and targeted action to encourage the development and establishment of child-friendly complaint mechanisms: contact points/advisory bodies for children in their immediate environment and independent complaint bodies at the Länder level.

The coronavirus pandemic has made it clear that the deficits in the area of complaint mechanisms for children in Germany render the rights of children in Germany more vulnerable: the absence of low-threshold and child-friendly complaint bodies leaves children with virtually no way to seek redress when a government decision interferes with their rights. The call for the development and establishment of child-friendly complaint mechanisms at all levels and in children’s immediate environment should be implemented immediately.

14. The federal and Länder governments should enact legislation requiring all public institutions that work with children – such as institutions providing child and youth services, educational institutions, refugee accommodation facilities, cultural institutions and children’s wards in hospitals – to have child-friendly complaint mechanisms in place.

The coronavirus pandemic has underlined the importance of extending scope of the requirement for child-friendly complaint procedures to encompass all public institutions that work which children.
GENERAL PRINCIPLES OF THE CONVENTION

Right to non-discrimination – Focus: registration of births (p. 23–24)

15. The Committee should recommend that Germany ensure that every new-born child receives a birth certificate without delay and no later than 4 months after birth and that a certified register print-out is issued immediately for use in the intervening period.

16. Action should be taken to ensure that access to birth registration is free of discrimination, specifically by eliminating the obligation of authorities to transfer personal data relating to foreign nationals to immigration authorities (Ausländerbehörden) and by introducing a statutory basis for a needs-based entitlement to have costs of required officially certified translations assumed by the state.

17. The Conference of Interior Ministers of the Länder should address the issue of birth registration, particularly with respect to the situation of children of refugees. The Länder interior ministries should direct registry office officials to make full use of the existing legal options.

Primary consideration of the best interest of the child – Focus: children of incarcerated parents (p. 25–26)

18. The Committee should strongly urge the Conference of Justice Ministers of the Länder to take prompt action to implement the Council of Europe recommendations regarding children of imprisoned parents with respect to taking the Convention into account in all phases of the criminal justice process.

19. The Länder should take swift action to amend their regulations on visitation rules to include individual entitlements for children in line with the Council of Europe recommendations. The use of telephones, video-conferencing and chat functions for parent-child contacts should be understood as supplementing visitation rules and be extended and made more flexible accordingly.

20. The federal government should support civil society actors working to promote contacts between children and imprisoned parents. Child and youth services providers should provide targeted support offerings for the children of imprisoned parents. Already existing measures relating to contacts between children and their incarcerated parents should be evaluated, and good practices be identified, disseminated and place on a permanent footing. Children, families and prison inmates should be involved in these activities.

21. The Committee should recommend that Germany ensure the collection of statistics on the number and age of children of prisoners in a manner sensitive to discrimination.

Right to life, survival and development – Focus: children born intersex (p. 26–28)

22. The Committee should call on the federal legislature to take direct action to protect children born intersex from medically unnecessary, irreversible sex assignment operations by adopting a statutory provision making any such procedure subject to a decision taken by the intersex person, exercising the right to self-determination with respect to one’s sex, to have it performed.

23. The federal legislature should establish a procedural safeguard in the form of review by a family court of assessments as to the medical necessity of such a procedure and of whether the child in question has issued valid consent.

24. Further, Germany should ensure that medical practitioners are made more sensitive to this issue through suitable continuing and advanced professional training measures.
The right to be heard and respect for the views of the child (participation) – Focus: child sensitive justice system (p. 28–30)

25. The Committee should recommend that the federal legislature enshrine a non-exhaustive catalogue of rights that presents, in a uniform manner, the special rights arising to children relating to their access to proceedings and during proceedings.

26. The Federal Government should also work towards establishing low-threshold, child-friendly offerings in the immediate environment in which children live informing them about their rights and about how they can assert them in court.

27. Germany should ensure that children can, if they wish, be heard in any proceedings that concern them.

28. Germany should introduce legal standards for child-sensitive hearings and define child-specific criteria that courts and administrative authorities must consider.

29. Germany should ensure that children involved in court hearings receive sufficient information, delivered in a child-sensitive manner, about their rights, and about the proceedings, and their progress and background, before, during and after they take place.

30. Germany should create an unconditional statutory entitlement to the support (before, during and after proceedings) of an independent, professionally qualified representative who has a duty to further the interests of the child.

31. Germany should introduce standards setting out entry and quality requirements for those judges and state prosecutors serving solely or primarily in proceedings involving or concerning minors, in particular for family court judges, judges in chambers dealing with crimes against minors (Jugendschutzkammer), juvenile court judges (Jugendrichter) as well as juvenile court prosecutors and administrative court judges. These standards should be ensured through federal legislation imposing a corresponding requirement for judges and state prosecutors to engage in continuing education.

32. The federal and Länder governments should ensure that the bodies involved in the administration of justice have appropriate resources enabling them to make infrastructural changes conducive to a child-sensitive justice system, for instance the video examinations of child victims.

33. Germany should initiate and fund basic research on child-sensitive justice.
CHILDREN’S POLICY CHALLENGES FOR GERMANY

Protection of children from violence (p. 32–33)

The coronavirus pandemic has made it clear that the system for the protection of children against violence in Germany is not crisis-proof. Numerous reports suggest that domestic violence increased significantly in Germany during the pandemic.\(^3\) In some cases, access to prevention programmes for children is not consistently available everywhere, in others, children are simply not aware of assistance that is available. Even during the coronavirus pandemic, awareness of those resources that are available could only be increased in specific situations, no nation-wide campaign to provide information in the immediate environment of children and young people was undertaken.\(^4\) It is essential that the State act swiftly to establish binding legal requirements and allocate funds sufficient to support their implementation, particularly with regard to children and young people who live in institutions or accommodation facilities.

34. The Committee should strongly urge the Federal Government to draw up, with the participation of Länder and local governments, a national strategy of interdisciplinary design to protect against violence, that will develop approaches for use in the areas of prevention, intervention and rehabilitation. The strategy should address all facets of violence, including psychological violence, self-inflicted violence by children, violence inflicted by children on other children and cyber violence.

35. Germany should require all institutions in which children live or which children visit to draw up a violence protection concept and should introduce statutory minimum requirements for the content of such concepts.

36. Germany should strengthen and expand its efforts in the areas of information provision, education and awareness-raising aimed at children, their parents or guardians and professionals who work with children. This includes national, free, anonymous and low-threshold assistance and advising services for children and training programmes for professionals.

Inclusive education (p. 33–35)

The coronavirus pandemic has made it clear that the education system in Germany is not crisis-proof and that insufficient priority is attached to the education and care of children in education institutions. Schools and childcare centres were the first facilities to be closed; parents and legal guardians were left to care for their children on their own. The effects of the resulting isolation of children on their psychological development and on their protection, provision and participation rights were ignored in numerous contexts at all levels.\(^5\) The partial switch to digital learning was unable to reach all school children because not all of them had the necessary technology (devices and internet access) or assistance available at home and because some teachers were not prepared for the switch.\(^6\) Action in this area is urgently needed: more attention must be paid to both the quality of education and inclusive learning. The consequences of the great burden placed upon children and their families cannot yet be foreseen.

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\(^4\) One approach that did succeed in reaching children and young people nation-wide is the campaign "Zuhause nicht sicher?" (Not safe at home?) of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth which disseminated information about where to seek assistance in cases of domestic violence in 26,000 supermarkets throughout the country.


37. The Committee should recommend that Germany develop effective measures to provide access to a high-quality, inclusive education system in all Länder and scale down the segregated school system.

38. Each of the federal states should develop its own comprehensive concept for developing an inclusive school system. The concepts should accord with General Comment No. 4 of the UN Committee on the Rights of Persons with Disabilities. Persons with disabilities should be involved in their development.

39. All federal states should create a statutory entitlement to access to a regular school in which students are taught together. At the same time, the provisions which make the education of children who need special educational support in the regular school system subject to the condition that the school has the necessary resources, which still exist in the legislation of some Länder, should be revoked and steps be taken to ensure the provision of reasonable accommodation, in the meaning of article 5, paragraph 2 in conjunction with article 2, paragraph 4 of the UN Convention on the Rights of Persons with Disabilities.

40. The Länder should be urged to ensure that education, school development plans and teacher training programmes are designed in a manner sensitive to discrimination and take an intersectional perspective. Pedagogical training should address the complexity and subtlety of levels and experiences of discrimination. This entails the further development of concepts for high-quality inclusive initial and continuing and advance professional training.

41. The federal and Länder governments should enact legislation providing for child-friendly complaints procedures in all educational institutions.

42. As the Istanbul Convention has entered into force in Germany, the Federal Government will have to intensify its efforts to protect girls from violence. Robust legislative action is needed to provide protections against violence and abuse, above all to girls and women with disabilities, in the institutional context in particular – i.e. in residential facilities.

Child poverty (p. 36–37)

The coronavirus pandemic had a particularly strong impact on children living in poverty, exacerbating already existing disadvantages. Additional material benefits do not make up for the extra expenses caused by the coronavirus pandemic. Moreover, these additional benefits are linked only to the family, which carries with it the danger that children who do not live with their families will not receive them. In addition, the social security administration was not flexible enough to permit an appropriately response to the pandemic’s consequences: in some cases, additional benefits to cover expenses that were obviously necessary support participation and education – e.g. to pay for a mobile device – had to be obtained through the courts and were only granted after delays.

43. The Committee should strongly urge the Federal Government to put in place a national strategy to combat poverty that prioritises child poverty. A coherent policy to combat child poverty should be based on children’s rights and should be sensitive to discrimination; it should place children as persons with entitlement in the focus and create the possibility for participation of children’s self-organisations.

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7 Although children who live in residential care institutions or youth services institutions were also able to receive the child bonus, asylum-seeking or refugee families and unaccompanied minors are often excluded. For more detail on this see https://b-umf.de/p/kinderbonus-viele-gefuechtete-familien-bleiben-ausgeschlossen-dabei-sind-diese-besonders-stark-belastet/

8 See, for example, the ruling of the Higher Social Court of North Rhine-Westphalia from 25 May 2020: LSG NRW, L 7 AS 719/20 B ER. In this case, a pupil was able to have the cost of a tablet to use for schoolwork recognised as a covered extra expense caused by the pandemic.
Protection of refugee children (p. 37–41)

It is clear that the restrictions imposed in response to the coronavirus pandemic had a particularly strong impact on asylum-seeking and refugee children. In particular, the switch to home-schooling during the lockdown was de facto equivalent to a deprivation of the right to education for many children living in reception centres or shared accommodation: in many cases, children there had no access to mobile devices enabling them to use digital learning offerings as a substitute for school learning and/or had no adequate setting in which to learn available due to the closure of common rooms in the shared accommodation. Thus, existing structural inequalities in opportunity were exacerbated. The option of local accommodation of children and their families (i.e. placement in individual houses or flats by the municipalities) was used only very rarely. This might have protected children and their families from risks and violent confrontations. This, too, was recommended in the statement issued by the Committee in April 2020.

44. The Committee should strongly urge Germany to revise its immigration policy to ensure non-discrimination and respect for children’s rights in accordance with the Convention.

45. The federal and Länder governments should ensure that refugee children are treated as children, both in law and in practice.

46. The primary consideration of the best interests of the child must be explicitly anchored in immigration and asylum law.

47. The primary responsibility of child and youth services for the identification, accommodation and care of unaccompanied minors must be explicitly and unambiguously established in Book VIII of the Social Code and in immigration and asylum law.

48. The legislature should ensure that family-court decisions are always taken into account in asylum- or immigration proceedings involving unaccompanied or accompanied minor refugees.

49. The federal legislature should ensure that the exemption from the obligations to transfer data to the authorities responsible for enforcing immigration and asylum law explicitly applies to all bodies that promote the participation and support of refugee children – i.e. not only educational facilities as is currently the case.

50. It should be possible for refugee children to assert their right to protection on child-specific grounds effectively in asylum proceedings. To this end, the federal legislature should establish procedures ensuring that proceedings are child-sensitive right from the start, introduce requirements to provide information delivered in a child-sensitive manner and to make available independent advisors and representatives trained in family law (Kindschaftsrecht) and immigration law.

51. The federal legislature should create a statutory basis for the consideration of child-specific grounds for protection in asylum proceedings – fleeing persecution as a child soldier, for instance – in line with the guidelines developed by the Office of the United Nations High Commissioner for Refugees. It should also ensure that asylum proceeding hearings involving testimony by all minors are carried out by specially trained personnel.

52. The federal and Länder governments should ensure that all persons influencing the asylum or immigration prospects of children – such as the personnel of the Federal Police or immigration authorities (Ausländerbehörden) – are qualified specifically to work with children.

53. Germany should ensure that children, without exception, are never the subject of procedures that make it more difficult to establish a well-founded fear of persecution in their country of origin (the “safe country of origin” concept).

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9 For a more in-depth treatment of this problem see https://www.gew.de/aktuelles/detailseite/nejigkeiten/wie-die-pandemie-die-bildungschancen-gefluechteter-kinder-und-jugendlicher-verschlechtert/
54. Germany should make it clear that children must not, without exception, be subjected to any form of detention for purposes of deportation.

55. The federal legislature should considerably shorten the period for which children and families are required to stay in reception centres. Children’s right to access to the general education system, to a high standard of healthcare, to development and to an adequate standard of living should be ensured right from the start.

56. The federal legislature should take prompt action to ensure that children’s right to family life is upheld, by formulating an unqualified entitlement to family reunification for recognised refugees and beneficiaries of subsidiary protection that applies for members of the nuclear family—including siblings. Effective procedures allowing accelerated and sympathetic processing of family reunification applications should be established.

Participation in political and social life (p. 41–42)

57. The Committee should remind Germany that children who defend their human rights, like others who do so, should be respected and protected by the State rather than sanctioned.

58. The federal and Länder governments should ensure that public education institutions and institutions providing child and youth services actively inform children and their legal guardians about the possibilities and conditions for civic engagement and political and social participation.

59. The Committee should strongly urge the federal and Länder governments to promote all forms of self-organisation by children actively and directly, particularly in public education institutions and institutions providing child and youth services.

The coronavirus pandemic has made it clear how important it is that the States Parties provide children with an environment that enables them to stand up for their own rights. The voices of children’s parliaments established by children and funded by the federal and Länder governments as well as organisations and associations run by and for children in Germany were not heard in the discourse on state measures responding to coronavirus pandemic. Moreover, there are very few organisations run by and for children representing groups affected by multiple discrimination and intersectionality. There is an urgent need in this area for the federal and Länder governments to take a role in encouraging the establishment of and promoting structures of this kind in a targeted manner.

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