



# Workshop Documentation

## „Refugees on their way into the labour market? Current challenges in an integrated refugee management approach.“

Halberstadt, May 24, 2018, 1 p.m. - 4 p.m.

Festsaal (D101)

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Harz University of Applied Sciences

# Welcome!



Prof. Dr. phil.  
Birgit Apfelbaum

Communication Studies  
and Social Sciences



Robin Radom B.A.

European  
Administrative  
Management



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Workshop "Refugees on their way into the labour market?" – May 24, 2018  
Prof. Dr. Birgit Apfelbaum | Robin Radom B.A.  
Department of Public Management

# Programme

from 12.00	Arrival and possibility to have lunch in the cafeteria DomCafete
13:00	Welcome and programme overview <b>Prof. Dr. Birgit Apfelbaum</b> (Harz University of Applied Sciences, project leader IntegriF II)
13:15	Introductory notes and discussion I Presentation of current research results on challenges regarding the labour market integration of refugees in Saxony-Anhalt <b>Prof. Dr. Birgit Apfelbaum</b> (Harz University of Applied Sciences, Project leader IntegriF II) <b>Robin Radom, B.A.</b> (Harz University of Applied Sciences, Project collaborator IntegriF II)  Experiences with refugees in the Federal Volunteer Service <b>Claudia Hennrich, M.A.</b> (Deutsches Fachwerkzentrum Quedlinburg e.V.)  Access to training opportunities for persons with temporary suspension of deportation: Current legal developments <b>Ass. iur. Kathleen Neundorf</b> (Martin Luther University Halle-Wittenberg, Chair of Public Law)  The role of volunteer mentoring for low-skilled refugees <b>Dr. Carina Großer-Kaya</b> (LAMSA e.V., Project MeMoGA) <b>Susana Márquez</b> (LAMSA e.V., Project MeMoGA)
14.30	Coffee break
15.00	Introductory notes and discussion II Competence building at the state level: ZEMIGRA's portfolio for labour market integration actors <b>Dr. Franka Kretschmer</b> (Project ZEMIGRA)  Competence building at the municipal level: Establishment of municipal competence centres for integration and migration <b>Prof. Dr. Katja Michalak</b> (Project IKOE, AGSA e.V. / Harz University of Applied Sciences)
15.45	Conclusion and outlook
16.00	End of the event

# Challenges regarding the labour market integration of refugees in Saxony-Anhalt: Current research results

Prof. Dr. Birgit Apfelbaum (Project leader IntegriF II)

Robin Radom B.A. (Project collaborator IntegriF II)

## Workshop

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# Methodology

- Expert interviews of key players as well as a moderated group discussion with select labour market integration actors in Saxony-Anhalt (IntegriF I - Project) allow for the identification of the current status



**Bundesagentur  
für Arbeit**



# Relevant German laws

- AufenthG = Residence Act
- AsylG = Asylum Act
- BeschV = Employment Regulation
- AsylbLG = Asylum-Seekers' Benefits Act

# Legal framework (Germany)

## Refugees with protection status

- Employment is permitted  
(Residence Act, section 25 subs. 1 and subs. 2)  
exception: national ban on deportation
  - Consent of the Foreigners Authorities is required
- Access to language courses is granted  
(Residence Act, section 44 subs. 1)

# Legal framework (Germany)

## Refugees without protection status I

- After a statutory waiting period of three months an employment permit may be granted by the Foreigners Authority, given the approval by the Federal Employment Agency (Asylum Act, section 61 subs. 2 sentence 1)
  - Priority review suspended in Saxony-Anhalt (Employment Regulation, section 32 subs. 5 no. 3)
- No employment allowed during residence requirement (up to six months) (Asylum Act, section 61 subs. 1; Asylum Act, section 47 subs. 1 sentence 1)
  - Employment ban for individuals from safe countries of origin (Asylum Act, section 47 subs. 1a; Asylum Act, section 61 subs. 2 sentence 4)
- Employment ban possible (Residence Act, section 60a subs. 6)



# Legal framework (Germany)

## Refugees without protection status II

- Possibility of temporary suspension of deportation due to vocational training („3 + 2 arrangement“)
  - Residence granted for the duration of vocational training and up to two years of employment  
(Residence Act, section 60a subs. 2 sentence 4 et seq.; Residence Act, section 18a)
- Access to language courses granted, but with restrictions:
  - Free places must be available
  - Individuals from safe countries of origin are excluded (Residence Act, section 44 subs. 4)

# Legal framework (Germany)

## Integration Measures for Refugees

- Labour market programme, implemented by the Federal Employment Agency (Waiting period may be bridged by activities serving the common good)
- For persons running through asylum procedures
- Persons from safe countries of origin excepted, also persons with temporary expulsion of deportation and persons with no legal entitlement (Asylum-Seekers' Benefits Act, section 5a subs. 1 sentence 2)
- Participants may be obligated (Asylum-Seekers' Benefits Act, section 5a subs. 2)

# Labour Market Integration in Saxony-Anhalt

## SWOT Analysis (Tendencies)

### Strengths

- Good cooperation
- Coordinating Bodies for Migration
- Shared area used by ZAS and arrival centre serves as an interface
- Unproblematic change of jurisdiction from Federal Employment Agency to the Job Centre

### Weaknesses

- Confusing landscape of relevant actors
- Difficult data exchange
- Difficult integration of persons with temporary suspension of deportation
- Bureaucratic obstacles (e.g. regarding temporary suspension of deportation due to vocational training and Integration Measures for Refugees)

### Opportunities

- Support by volunteers
- Usage of Federal Volunteer Service
- Better linkage of measures of qualification and language courses

### Risks

- Lack of language skills und qualifications
- Conflict potential between professionals and volunteers
- Cultural differences

# Labour Market Integration in Saxony-Anhalt

## Strengths

### Strengths

- Cooperation perceived as good (defined by mutual support and good exchange)
- Cooperation encouraged by municipal Coordinating Bodies for Migration
- Area shared by the ZASt and the arrival centre of the Federal Office for Migration and Refugees serves as an interface
- No procedural discontinuities from Federal Employment Agency to Job Centre in Harz district (physical proximity, no interruption of measures, good personal contact)

# Labour Market Integration in Saxony-Anhalt

## Weaknesses

### Weaknesses

- Confusing landscape of relevant actors
- Difficult or no data exchanges between public authorities (Federal Office for Migration and Refugees, Federal Employment Agency, Job Centres, Foreigners Authority)
- Difficult labour market integration of persons with temporary suspension of deportation and asylum-seekers (lacking language skills, uncertainty among employers, employment approval procedures)
- Problematic implementation of temporary suspension of deportation due to vocational training (undetermined legal notions, restricted access to language courses, restrictive constraints)
- Unsuccessful implementation of Integration Measures for Refugees due to bureaucratic obstacles and non-recognition of refugee potentials

# Labour Market Integration in Saxony-Anhalt

## Opportunities

### Opportunities

- Valuable support by volunteers (e.g. as mentors)
- Usage of Federal Volunteer Service for labour market integration issues (unconditional accession phase to work with educational support)
- Better linkage of qualification measures and language courses

# Labour Market Integration in Saxony-Anhalt

## Risks

### Risks

- Lack of language skills, particularly concerning persons with temporary suspension of deportation
- Lack of qualifications
- Conflict potential between professionals and volunteers
- Differences in work place cultures (friction potential between employers and employees)
- Ignorance regarding the German labour market, especially regarding dual training scenarios
- Need for better awareness and a higher level of information among employers (integration takes time, differences in work place culture, lack of detailed legal and administrative knowledge)

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# Experiences with refugees in the Federal Volunteer Service

Claudia Hennrich, M.A.

Deutsches Fachwerkzentrum Quedlinburg e.V., director

**Workshop**

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# Access to training opportunities for persons with temporary suspension of deportation: Current legal developments

Ass. iur. Kathleen Neundorf

Martin-Luther-University Halle-Wittenberg, Chair of Public Law

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# The role of volunteer mentoring for low-skilled refugees

Dr. Carina Großa-Kaya & Susana Márquez

LAMSA e.V.; Project MeMoGA

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# Introductory notes and discussion I

How do you evaluate the Federal Volunteer Service, the temporary suspension of deportation due to vocational training and mentoring possibilities for refugees with regard to labour market integration?

# Mentoring (SWOT Analysis)

## Strengths

- Contribution to long-term integration
- Close personal mentee assistance

## Weaknesses

- Difficult acquisition of volunteers

## Opportunities

- Institutional strengthening and qualifying opportunities for volunteers

## Risks

- Lack of qualifications and necessary suitability of mentors
- Excessive demands placed on volunteers
- Possibility of sudden termination by mentors must be taken into account (continuation of the mentoring process is at risk)

# Federal Volunteer Service (SWOT Analysis)

## Strengths

- Participants are provided with training
- Meaningful compensation to daily routine in initial reception centre
- Possibilities for vocational orientation
- contact with employers

## Weaknesses

- Training sessions are rather short
- Diffuse job offers
- Responsibility passes back to Federal Employment Agency -> inhibits job placement by Job Centre

## Opportunities

- Fosters cultural exchanges

## Risks

- Lack of sustainability (no direct job opportunity or new career options subsequent to the service)

# Temporary suspension of deportation due to vocational training (SWOT Analysis)

## Strengths

- Potential for long-term permanent residence for individuals with temporary suspension of deportation status

## Weaknesses

- Daunting cooperation requirements
- Restrictive practices of the Foreigners Authorities
- Bureaucratic hurdles and arbitrary decision-making
- Not applicable for university studies
- Selection criteria based on countries of origin

## Opportunities

- Change of status: from temporary suspension of deportation to resident status (legal certainty for applicants)
- Paradigm shift: training of skilled employees instead of ineffective deportation efforts
- Diminishing skilled labour shortages and compensating for negative demographic changes

## Risks

- Disappointment in case of failure
- Deportation of the participant due to non-cooperation compliance

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# Competence building at the state level: ZEMIGRA's portfolio for labour market integration actors.

Dr. Franka Kretschmer

Project ZEMIGRA

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# Competence building at the municipal level: Establishment of municipal competence centres for integration and migration?

Prof. Dr. Katja Michalak

Project IKOE, AGSA e.V. / Harz University of Applied Sciences

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# Introductory notes and discussion II

Do you have any experiences with these offers and which ones do you find to be useful?

# Introductory notes and discussion II (Results)

- “Idea workshops” (Ideenwerkstätten) of the IKOE-Project are recognized as being productive, they offer professional input as well as a space for the exchange of ideas
- ZEMIGRA’s portfolio for multipliers and volunteers is rated as being very good
- ZEMIGRA's map of relevant actors is supposed to visualise structures in Saxony-Anhalt; its completion, however, will still take some more time

# Conclusion and outlook

## Next steps in IntegriF project

Basic orientation: interdisciplinary, participatory, all parties considered



### Summarizing discussion results

Short-term perspective

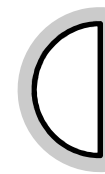
- E-Mail to partners
- Social studies to be continued
- Extend the range of perspectives of relevant actors



### Transfer-Workshop (End of September 2018 in Halle)

In preparation

- Framework: transnational ESF-meeting
- Optimisation of mentoring models for refugees



### Series of workshops

Planned for January until May 2019

- Current legal-administrative regulations
- Obstacles and challenges in network-based cooperation

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Thank you for your participation!

## **Project „Integrated Refugee Management in a Transnational Perspective“ (IntegriF II)**

Prof. Dr. phil. Birgit Apfelbaum  
Communication Studies and Social Sciences  
Department of Public Management  
Domplatz 16  
D-38820 Halberstadt  
E-Mail: [bapfelbaum@hs-harz.de](mailto:bapfelbaum@hs-harz.de)  
[www.hs-harz.de/bapfelbaum](http://www.hs-harz.de/bapfelbaum)

Robin Radom B.A.  
Project collaborator IntegriF II  
Department of Public Management  
Domplatz 16  
D-38820 Halberstadt  
E-Mail: [rradom@hs-harz.de](mailto:rradom@hs-harz.de)  
[www.hs-harz.de](http://www.hs-harz.de)