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)
Welcome!

Prof. Dr. phil. Birgit Apfelbaum
Communication Studies and Social Sciences

Robin Radom B.A.
European Administrative Management
Programme

from 12.00 Arrival and possibility to have lunch in the cafeteria DomCafè

13.00 Welcome and programme overview
Prof. Dr. Birgit Apfelbaum
(Harz University of Applied Sciences, project leader IntegrF 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
Prof. Dr. Birgit Apfelbaum
(Harz University of Applied Sciences, Project leader IntegrF II)
Robin Radom, B.A.
(Harz University of Applied Sciences, Project collaborator IntegrF II)

Experiences with refugees in the Federal Volunteer Service
Claudia Henning, M.A. (Deutsches Fachwerkzentrurn Quedlinburg e.V.)

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)

The role of volunteer mentoring for low-skilled refugees
Dr. Carina Groß-Kaya (LAMSA e.V., Project MoMoGA)
Susana Marquez (LAMSA e.V., Project MoMoGA)

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
Dr. Franka Kretschmer (Project ZEMIGRA)

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)

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 „Refugees on their way into the labour market?“
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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.
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
  o 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 ZASl 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 and qualifications
- Conflict potential between professionals and volunteers
- Cultural differences
Labour Market Integration in Saxony-Anhalt

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

• 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

- 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

- Lack of language skills, particularly concerning persons with temporary suspension of deportation
- Lack of qualifications
- Conflict potential between professionals and volunteers
- Differences in workplace 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 workplace culture, lack of detailed legal and administrative knowledge)
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)

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
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<tbody>
<tr>
<td>• Participants are provided with training</td>
<td>• Training sessions are rather short</td>
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<tr>
<td>• Meaningful compensation to daily routine in initial reception centre</td>
<td>• Diffuse job offers</td>
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<tr>
<td>• Possibilities for vocational orientation</td>
<td>• Responsibility passes back to Federal Employment Agency -&gt; inhibits job placement by Job Centre</td>
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<tr>
<td>• contact with employers</td>
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| Opportunities                                                            | Risks                                                                      |
|--------------------------------------------------------------------------|                                                                           |
| • Fosters cultural exchanges                                              | • 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
# Programme

**from 12.00**  
Arrival and possibility to have lunch in the cafeteria DomCafete

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(Project ZEMIGRA)  
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Prof. Dr. Katja Michalak  
(Project IKOE, AGSA e.V. / Harz University of Applied Sciences) |
| 15.45 | Conclusion and outlook |
| 16.00 | End of the event |
Competence building at the state level: ZEMIGRA‘s portfolio for labour market integration actors.

Dr. Franka Kretschmer
Project ZEMIGRA

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Prof. Dr. Katja Michalak
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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

Short-term perspective
- Summarizing discussion results
  - 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)
- 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
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
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
www.hs-harz.de