

Labour Market Integration of Third-Country Nationals in Germany: Study by the German National Contact Point for the European Migration Network (EMN)

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Federal Office
for Migration
and Refugees



Labour Market Integration of Third-Country Nationals in Germany

Study by the German National Contact Point
for the European Migration Network (EMN)

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Working Paper 82

Julian Tangermann / Janne Grote



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Labour Market Integration of Third-Country Nationals in Germany

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Federal Office for Migration and Refugees 2018

Summary

This study focuses on the integration of native-born and non-native-born third-country nationals into the German labour market. In three chapters the study focuses on

1. legal and organisational framework conditions for labour market integration and statistics on the status of third-country nationals' participation in the labour market,
2. government measures at the federal level to improve the labour market integration of third-country nationals, and
3. initiatives and measures by companies and private-sector associations to improve the recruitment, arrival and retention of international employees.

Within the framework of the EMN, it was decided to exclude from this study the framework conditions for and measures directed at the labour market integration for refugees and students, as these have already been or will be dealt with in further EMN studies.¹ Consequently, this study does not touch upon measures that **explicitly or exclusively** target these groups of people. However, since the measures are often directed at several status groups, the said groups of persons cannot always be excluded from the description of measures.

The statistics presented in this study do not differentiate according to status groups, but rather represent the group of third-country nationals as a whole (including refugees and students). This results on the one hand from the requirements of the EMN and on the other hand from the fact that the data for residence purposes available in the Central Register of Foreigners (Ausländerzentralregister, AZR) is not linked with the labour market statistics of the Federal Employment Agency (Bundesagentur für Arbeit, BA) and therefore a detailed breakdown of employment and unemployment figures by residence purpose cannot be provided. When considering the statistics on labour market participation of third-country nationals, it must be borne in mind that in Germany the increase in

the group of third-country nationals since 2014/2015 is primarily due to the increased migration of asylum seekers and that data on employment and unemployment rates are heavily influenced by this.

Definition and status

There is no legal definition of 'labour market integration' or 'successful labour market integration' in Germany. Researchers regard labour market integration as a key element of structural integration and, by extension, of integration in the full sense of the term. Improving labour market integration is often taken to mean increasing the labour market participation of the relevant group (more employment and vocational training relationships, less unemployment). The Federal Government considers improving migrants' labour market integration to be a cornerstone of its integration policy and part of its long-term strategy to secure the supply of skilled labour in Germany.

Legal framework conditions and important players

The possibilities of labour market integration for third-country nationals depend on their respective residence status: whether they have access to the labour market or are entitled to receive employment promotion benefits under the Second and Third Book of the Social Code is determined by the respective legal basis on which the residence title is granted and by the specific regulations of the Second and Third Book of the Social Code.

Labour market integration of third-country nationals with access to the labour market is an issue for several areas of German law (residence law, social security law etc.). The provisions on active employment promotion contained in the Second and Third Book of the Social Code play a key role. They aim at bringing unemployed, including third-country nationals that fulfil the respective access requirements, (back) into employment. In addition, the Residence Act contains provisions on Federal measures to promote labour market integration, for example the vocational German language promotion (Section 45a of the Residence Act).

Labour market integration comes under the remit of different Federal ministries, predominantly the Federal

¹ The preparation of an EMN study on "Recruiting and retaining international students" is planned for 2018. An EMN study on "Support measures for the labour market integration of beneficiaries of protection" was carried out in 2015 (cf. EMN/BAMF 2015).

Ministry of Labour and Social Affairs as well as under the competence of the relevant Land ministries. The Federal Employment Agency and the job centres play a key operative role. The Federal Office for Migration and Refugees is responsible for the coordination and provision of vocational German language promotion.

Current status of the labour market integration of third-country nationals

The labour market participation of third-country nationals in general is still below the average of German society at large. While the number of third-country who held a job subject to social security contributions rose considerably between 2014 and 2017 (from 1,205,295 in 2014 to 1,532,075 in 2017), the employment rate fell during the same period due to higher immigration of third-country nationals (especially of asylum-seekers) (from 43.4% in 2014 to 40.7% in 2017). During this period, the unemployment rate of third-country nationals remained roughly unchanged (it rose from 19.2% in 2014 to 20.2% in 2017), also as a consequence of the immigration of asylum-seekers, and was considerably above the overall unemployment rate (which declined from 7.5% in 2014 to 6.3% in 2017).

Government measures

In addition to the provisions governing active labour market policy, there are numerous government measures to improve third-country nationals' chances to enter the labour market. They focus, for example, on education and training, strengthening job-related competences and soft skills, information and advice, anti-discrimination and diversity measures at the workplace, tailor-made measures to improve labour market and workplace integration, incentives to take up work or provide a job and measures to support self-employment.

Integration in the workplace and private sector measures

Depending on the region and sector in which companies are doing business, they may face problems finding new employees. International recruitment is one of numerous strategies they employ in this regard. Experiences with international recruitment differ by regions within Germany, sectors and corporate departments.

Integration into the workplace takes place on site in the companies and institutions themselves. Concrete measures taken by numerous companies to ensure the workplace integration of international recruits include

the provision of information about working and living in Germany as well as about the place where the company is located and the company itself, support in dealing with entry formalities and coping with everyday life after entry, the establishment of integration officers and/or mentoring programmes, company-specific qualification and training measures and diversity management and anti-discrimination measures.

Challenges

There are several challenges to the integration of third-country nationals into the German labour market.

- The labour market participation of third-country nationals has been below the average for years, as both lower employment and higher unemployment rates show. There are several explanations for this, for example insufficient or outdated professional experience, insufficient knowledge of the German labour market and the respective vocational structures, real institutional or subjectively perceived discrimination and crowding-out effects, but also a lower professional qualification on average as well as the fact that a larger number of third-country nationals work in the secondary sector, which is to a larger extent affected by structural change.
- A rising number of empirical studies shows that applicants with a migration background (thus also third-country nationals) are subject to discrimination when they enter the labour market or look for a new job.
- Workplace integration may run into potential hurdles related to the international recruitment, integration and long-term retention of third-country nationals, for example a lack of preparation for living and working conditions in Germany.

The European Migration Network

The European Migration Network (EMN) was launched by the European Commission in 2003 due to an initiative of the European Council in order to satisfy the need of a regular exchange of reliable information in the field of migration and asylum at the European level. Since 2008, Council Decision 2008/381/EC forms the permanent legal basis of the EMN and National Contact Points have been established in the EU Member States (with the exception of Denmark, which has observer status) plus Norway.

The EMN's role is to meet the information needs of European Union institutions, Member States' authorities and institutions as well as the wider public by providing up-to-date, objective, reliable and comparable information on migration and asylum, with a view to supporting policymaking in these areas. The National Contact Point for Germany is located at the Federal Office for Migration and Refugees in Nuremberg. Its main task is to implement the annual work programme of the EMN. This includes the drafting of the annual policy report "Migration, Integration, Asylum" and of up to four topic specific studies, as well as answering Ad-Hoc Queries launched by other National Contact Points or the European Commission. The German National Contact Point also carries out visibility activities and networking in several forums, e.g. through the organisation of conferences or the participation in conferences in Germany and abroad. Furthermore, the National Contact Points in each country set up national networks consisting of organisations, institutions and individuals working in the field of migration and asylum.

In general, the National Contact Points do not conduct primary research but collect, analyse and present existing data. Exceptions might occur when existing data and information are not sufficient. EMN studies are elaborated in accordance with uniform specifications valid for all EU Member States plus Norway in order to achieve comparable EU-wide results. Furthermore, the EMN has produced a Glossary, which ensures the application of comparable terms and definitions in all national reports and is available on the national and international EMN websites.

Upon completion of national reports, the European Commission drafts a synthesis report with the support of a service provider. This report summarises the most significant results of the individual national reports. In addition, topic-based policy briefs, so-called EMN Informs, are produced in order to present and compare selected topics in a concise manner. The EMN Bulletin, which is published quarterly, informs about current developments in the EU and the Member States. With the work programme of 2014, the Return Expert Group (REG) was created to address issues around voluntary return, reintegration and forced return.

All EMN publications are available on the website of the European Commission Directorate-General for Migration and Home Affairs. The national studies of the German National Contact Point as well as the synthesis reports, Informs and the Glossary are also available on the national website: www.emn-germany.de



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1 Introduction

In 2016, the Expert Council of German Foundations on Integration and Migration asked in its Integration Barometer survey which criteria were important for social participation. Almost 90% of the respondents answered that having a job was very or quite important if people wanted to “belong”. A job was by far the most important criterion for social participation, ahead of others such as nationality, religion or being born in Germany (SVR 2016:4). This reflects just how important the labour market integration of migrants in Germany is.

Topic of the study and group focussed on

This study will explicitly focus on the labour market integration of third-country nationals,² encompassing those persons who immigrated from third countries and those persons who were born in Germany with the nationality of a third country. The EMN decided to not include framework conditions and measures for as well as the current status of labour market integration of refugees and students in this study, as these topics are or will be dealt with in other EMN-studies.³ For this reason, this study will not deal with measures which explicitly or exclusively target these groups. At the same time, however, it is impossible to exclude these groups completely from the description of certain measures, as these often focus on several status groups at once.

The statistics presented in this study do not differentiate according to status groups, but rather represent the group of third-country nationals as a whole (including refugees and students). On one hand this results from the requirements of the EMN and on the other hand from the fact that the data for residence purposes available in the Central Register of Foreigners (Ausländerzentralregister, AZR) is not linked with the labour market statistics of the Federal Employment Agency (Bundesagentur für Arbeit, BA) and therefore a detailed breakdown of employment and unemployment figures by residence purpose cannot be provided.

² For the definition of third-country national, please see Chapter 2.1.1.

³ An EMN study on “Recruiting and retaining international students” is planned for 2018. An EMN study on the topic of “Support measures for beneficiaries beneficiaries of protection” was produced in 2015 (see EMN/BAMF 2015).

When considering the statistics on labour market participation of third-country nationals, however, it must be borne in mind that in Germany the increase in the group of third-country nationals since 2014/2015 is primarily due to the increased migration of asylum seekers and that data on employment and unemployment rates are heavily influenced by this (see Chapter 2.3.2).

The relatively large number of third-country nationals that were born in Germany (2017: 810,910 persons; see Chapter 2.3.1.1) experience markedly different preconditions for labour-market integration than for the group of third-country nationals that migrated to Germany, for example with regard to language skills, school attendance in Germany (including respective certificates) and knowledge of the German vocational training and labour market systems. However, it is not always possible to distinguish between these two groups of third-country nationals in this study, because the data is not sufficiently granular.

The legal provisions concerning the access to the German labour market as well as the entitlement to employment promotion benefits under the Second and Third Book of the Social Code play a primary role for the labour market integration of third-country nationals and are thus sketched in Chapter 2.1.1. While describing measures of labour market integration in the further course of this study, it is assumed that third-country nationals hold a residence title that permits them to work or entitles them to receive employment promotion benefits according to the Second and Third Book of the Social Code.

Content and aims of this study

Following a short description of the definition and relevance of labour market integration as well as of the existing mechanisms of monitoring and evaluation (Chapter 2.1) and a description of the legal framework, within which labour market integration takes place (Chapter 2.2), the study provides data about the size and structure of the group of third-country nationals in general (Chapter 2.3.1) as well as statistics on the current status of labour market integration of third-country nationals (Chapter 2.3.2). Further, the actors involved on the Federal, Land, and municipal level are depicted (Chapter 2.4).

In two main chapters, examples of measures to improve the labour market and workplace integration of third-country nationals are described. Chapter 3 presents regular and further governmental measures to promote labour market integration, and Chapter 4 focuses on private-sector initiatives and measures to improve the workplace integration of third-country nationals. Since many of these measures also address other foreign nationals (such as EU-nationals) or persons with a migration background in general, regardless of their nationality, the description of these measures cannot always clearly distinguish between the different groups in every instance.

Sources

In preparing this study, residence and social security laws and administrative regulations were used. Additional information was derived from publications by the Federal Government and by Federal and Land ministries and authorities as well as from research papers. Moreover, publications by associations and companies were used to gain insights into private-sector measures promoting workplace integration. Statistical data was taken from regular publications and information by the Federal Employment Agency and the Federal Statistical Office.

2 Labour market integration of third-country nationals

2.1 Definition, relevance and monitoring/evaluation of labour market integration

2.1.1 Definition

There is no legal definition of the terms ‘integration’ or ‘labour market integration’ in Germany. Researchers regard labour market integration as a key element of structural integration and, by extension, integration in the full sense of the term.⁴

In the migration context, the discussion about labour market integration focuses on citizens with migration background. This applies to Germans with a migration background, but also to people who have been living in Germany with another nationality for some time. This study, on the other hand, will explicitly focus on the labour market integration of third-country nationals, which encompasses both persons who have immigrated from third countries and persons who were born in Germany with the nationality of a third-country.⁵ Pursuant to Art. 2 of the Schengen Borders Code, a “third-country national” is any person who is not a Union citizen within the meaning of Article 17 par. 1 of the Treaty and who is not covered by Art. 2 no. 5 of the Schengen Borders Code, i.e. who is not a “person enjoying the Community right of free movement” (Regulation EC no. 562/2006). According to this definition, and in this study, citizens of Iceland, Norway, Liechtenstein and Switzerland are not regarded as third-country nationals. Persons that, next to their German nationality also own the nationality of a third country are not covered separately in this study.

There is further no definition of what ‘successful’ labour market integration would be. The success or failure of labour market integration processes is usually measured by a comparison of a set of key data which describe labour market participation. These include, for example, figures and rates concerning gainful employment⁶, ratios which describe the number of people who work in jobs which are subject to social security contributions⁷ or work (exclusively) as small-scale employees⁸ and unemployment figures and rates⁹. The comparisons also focus on social characteristics, such as the sex, the age or the qualification of the employees. The results are used to determine whether and to what extent labour market integration works (see, for example, Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration 2016: 172 and 185).

4 “Structural integration means the integration of migrants into key functional systems of a society and the resultant opportunities of (institutionalised) social participation and active commitment. The two most important areas for this dimension of integration are traversing the educational system and successful labour market participation” (Büttner/Stichs 2014: 168).

5 Please see the Introduction for other limitations of the definition.

6 According to the definition by the Federal Employment Agency, all those are **gainfully employed** who pursue one or more gainful economic activities, regardless of the actual or contractual weekly working hours. It is unimportant whether they can secure their subsistence from this activity or not. Gainful employment includes military and civilian service. However, owners of land or property or holders of securities and similar assets are not regarded as gainfully employed (BA 2018a: 25 et seq.).

7 Employees who are “**subject to social security contributions** must pay contributions into the statutory health, pension and old-age care insurance systems and/or pay contributions under labour promotion regulations or the employers must pay regular contributions or contributions under labour promotion regulations to the statutory pension system for these employees. This includes vocational trainees, senior part-time workers, interns, student trainees or persons who have to temporarily suspend their regular employment for legal service duties (e.g. military manoeuvres)” (BA 2018b: Hinweise_SVB_GB). Civil servants, self-employed people and supporting family members, professional soldiers and people doing military or civilian service are not subject to social security contributions (BA 2018a: 49).

8 **Small-scale employment** falls into two categories, mini jobs and short-term jobs. “The monthly wages from mini jobs must not, as a rule, exceed the threshold of EUR 450. Short-term employment covers all jobs which are not exercised for more than two months or a total of 50 working days during a calendar year (from 1 January 2015 until 31 December 2018: three months or a total of 70 working days)” (BA 2017a).

9 **Unemployment** is “defined in the Third Book of the Social Code and covers persons who currently work less than 15 hours per week, are looking for employment which is subject to social security contributions and takes 15 hours per week or more, are available for the placement efforts of the employment agencies and have personally reported to them as unemployed (BA 2017b: 1).

Labour market integration in the context of this study

This study has two foci, (a) on labour market and (b) on workplace integration.

- a. The sections on labour market integration will present statistical figures about the labour market participation of third-country nationals, that is, looking at how many third-country nationals are in an employment or a vocational training subject to social security contributions. In addition, the study will describe measures aiming at an increase of the labour market participation of third-country nationals and to improve the qualification of third-country nationals in order to achieve a higher labour market participation.
- b. The sections on workplace integration will describe measures taken by companies in order to improve the recruitment, arrival and retention of international employees.

2.1.2 Relevance

Integrating third-country nationals into the labour market is given high relevance in Germany. Labour market participation is regarded as a key precondition for social inclusion (BMAS 2017a) and a defining element of the integration process as a whole. This understanding was legally codified in 2005: The central idea of the Immigration Act, which entered into force in that year and was the first Federal law to foresee integration policy measures, is that the integration of foreigners living lawfully in the federal territory on a permanent basis into the economic, cultural and social life is supported and expected (Fördern und Fordern) (Section 43 subs. 1 of the Residence Act).

Most recently, the relevance of labour market integration was underlined in the coalition agreement of the new Federal Government (signed by the Christian Democratic Union (Christlich Demokratische Union Deutschlands, CDU), the Christian Social Union (Christlich-Soziale Union in Bayern, CSU) and the Social Democratic Party (Sozialdemokratische Partei Deutschlands, SPD) in March 2018), which states: “People with a migration background are part of our society and help to shape it. It is important to improve their visibility at all levels, **in companies**, social institutions and particularly in the civil service. [...] We commit ourselves to integrating those who have a good prospect to remain into our society. Integration includes learning the language and having **work**” (CDU/

CSU/SPD 2018: 105 et seq., emphasis added). The Federal Government has emphasised that “improving the labour market integration of migrants [...] is a core task of the Federal Government’s integration policies” (BMAS 2017a).

The Federal Government believes labour market integration is also important in the long run, as it can be a part in helping, at least to some extent or in the future, to cushion the effects of a lack of skilled labour. This refers to the recruitment of skilled workers both domestically and abroad. In order to recruit qualified workers domestically, Germans with or without a migration background as well as EU-nationals and third-country nationals who have been living for some time in Germany are to be activated. However, as the activation of skilled labour domestically is not expected to be sufficient (see BMAS 2017b), this is complemented by recruiting skilled workers abroad and integrating them into the labour market. Accordingly, the concept of the Federal Government for skilled workers, which was introduced by the former Federal Government in 2011, includes the following measures (as one of five paths) to secure the supply of qualified labour in the medium to long term:

- “better professional integration of (unemployed) migrants
- quicker and more transparent procedures to recognise professional qualifications obtained abroad
- labour-market-oriented adjustments to economic migration while taking into account integration policy aspects” (BMAS 2017b: 35 et seq.).

The political priorities are reflected in the public discussion, too. Following the higher asylum-related immigration from 2015 onwards, focus had been on the labour market integration of asylum-seekers and refugees. Recently, discussions have shifted towards the recruitment and integration of qualified workers, due to the discussions on the possible introduction of an Act on the Immigration of Skilled Workers.

Relevance of labour market integration for the Länder

The labour market integration of persons with a migration background is a priority at the Land level, too. This is evident from the Länder’s integration acts and/or integration plans or concepts, even though the emphasis or thrust of the individual measures may differ. North Rhine-Westphalia, for example, perceives persons with a migration background from all age groups as an important pool of potential skilled workers, who may be qualified already or may be trained accordingly.

The Land therefore supports all efforts and measures to ensure the optimal use of all legal tools which aim at the labour market integration of persons with a migration background (Section 8 subs. 1 and 2 of the North Rhine-Westphalian Act on Participation and Integration¹⁰). Bavaria, for example, pursues another approach by emphasising the co-responsibility of the business sector in ensuring integration and promising support for the implementation of integration measures at the corporate level (Sections 1 and 2 of the Bavarian Integration Act¹¹).

2.1.3 Monitoring and evaluation of labour market integration

In Germany, various periodic reports, monitoring and evaluations on the status of integration of people with a migration background in general and on labour market integration in particular can be found at the Federal, state and local levels. Due to the comparatively good availability of data in this area, labour market integration is often a central component of monitoring. At Federal level, the Federal Statistical Office publishes the so-called 'integration indicators' on the basis of the micro-census. They are available from 2005 onward and "illuminate, among other things, structural data on the foreign population, educational attainment, employment opportunities and the housing situation" (Statistisches Bundesamt 2017c: 4). Central indicators in the area of labour market integration are the proportion of unemployed persons in the age group of 15-64 year-olds, labour force participation, the at-risk-of-poverty rate and the proportion of 'working poor', which "represents the proportion of employed persons at risk of poverty among all employed persons" (Statistisches Bundesamt 2017d).

The Federal Government Commissioner for Migration, Refugees, and Integration published two 'Integration Indicator Reports' in 2009 and 2011, in which labour market integration also played a major role. In the second report (ISG/WZB 2011), for example, the "employment gap" or labour force participation of the population aged 15 to 64, the retirement age, the self-employment rate, the employment/unemployment rate and participation in continuing vocational education and training were examined. In addition, multivar-

iate models were used to analyse the extent to which differences in labour market integration are related to migration background or other social structural characteristics. A new edition of the indicator report is in preparation.

A central publication at Land level is the 'Integration Monitoring of the Länder', a "cross-Länder evaluation of the status of integration of people with a migration background in the Länder", which covers numerous subject areas but also takes detailed account of the status of labour market integration (IntMK 2018b). The monitoring has been carried out across the Länder since 2011 and appears every two years, most recently in 2017 (period covered: 2013-2015). It covers the following thematic areas: Population / demography, judicial integration, language skills and childcare, education, health, housing, crime, intercultural openness and labour market / livelihood. A set of indicators was defined for each of these thematic areas to determine the status of integration in the respective thematic area. The status of labour market integration is determined in the integration monitoring of the Länder using the following indicators:

- Economic activity rate
- Employment rate
- Occupational status
- Small-scale employment
- Unemployment rate according to ILO standard (German: Erwerbslosenquote)
- Unemployment rate (German: Arbeitslosenquote)
- At-risk-of-poverty rate
- Source of the predominant livelihood
- Persons that are able to work and receive benefits in accordance with the Second Book of the Social Code – Population share
- Persons that are able to work and receive benefits in accordance with the Second Book of the Social Code - Migration background

In addition to integration monitoring, Germany also has a broad research landscape in the field of integration, often with a special focus on integration into the labour market. The Institute for Employment Research (Institut für Arbeitsmarkt- und Berufsforschung, IAB), the research institution of the Federal Employment Agency, has a statutory mandate to conduct research into the labour market: "The task of the IAB is to conduct continuous and long-term research into the development of employment and the labour market, taking into account regional differentiations and the effects of active employment promotion, as well as research into the effects of re-integration benefits and benefits to secure livelihood" (IAB 2018). An important

10 Act to Promote Social Participation and Integration in North Rhine-Westphalia (German: Gesetz zur Förderung der gesellschaftlichen Teilhabe und Integration in Nordrhein-Westfalen, TeilhIntegrG NRW).

11 German: Bayrisches Integrationsgesetz, BayIntG.

IAB research project in the context of labour market integration is the cooperation project 'IAB-SOEP Migration Sample'. This is a panel household survey that has been carried out since 2013. The IAB conducts the survey and evaluation together with the Socio-Economic Panel (Sozio-ökonomisches Panel, SOEP) at the German Institute for Economic Research (Deutsches Institut für Wirtschaftsforschung, DIW Berlin). With regard to labour market integration, the survey covers the following indicators, among others:

- Employment
- Self-employment
- Unemployment in Germany and the country of origin
- Income
- Full-time and part-time work
- Working hours
- Reception of benefits
- Reservation wage
- Participation in measures of active labour market policy (see IAB/SOEP n.d.: 2).

The 'Research Centre Migration, Integration, Asylum' of the Federal Office for Migration and Refugees also conducts studies on the integration of migrants, asylum-seekers and refugees into the labour market. These include various surveys of groups of migrant workers, but also multi-topic studies that also cover the integration of various groups of migrants into the labour market - e.g. naturalised persons or marital migrants (see BAMF 2018e).

The Federal Government further funds various research institutes, such as the German Centre for Integration and Migration Research (Deutsches Zentrum für Integrations- und Migrationsforschung, DeZIM)¹², founded on 31 July 2017 and funded by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (Bundesministerium für Familie, Senioren, Frauen und Jugend, BMFSFJ), or the Interdisciplinary Social Policy Research Funding Network (Fördernetzwerk Interdisziplinäre Sozialpolitikforschung, FIS)¹³, which has been funded by the Federal Ministry of Education and Research since 2016 and which has recently focused this year on the topic of "migration and the welfare state" (BMAS 2018).

Many of the research projects draw on statistics published regularly by the Federal Employment Agency (see Section 2.3.2.1 on statistics on the labour market integration of third-country nationals).

12 Website of the DeZIM: <https://www.dezim-institut.de/>.

13 Website of the FIS: <https://www.fis-netzwerk.de>.

2.2 Legal framework

2.2.1 Legal bases of labour market access for third-country nationals in Germany

Residence titles and purpose of residence

The Residence Act¹⁴ regulates the residence, economic activity and integration of foreign nationals in Germany. It constitutes various residence titles: the visa (within the meaning of Section 6 subs. 1 No. 1 and subs. 3 of the Residence Act), the residence permit (according to Section 7 of the Residence Act), the EU Blue Card (Section 19a of the Residence Act), the ICT Card for intra-corporate transferees (Section 19b of the Residence Act) as well as the Mobile ICT Card (Section 19d of the Residence Act), the settlement permit (according to Section 9 of the Residence Act) as well as the EU long-term residence permit (according to Section 9a of the Residence Act) (Section 4 subs. 1 second sentence of the Residence Act). A residence title can be issued for various purposes: for the purpose of education (Sections 16-17b of the Residence Act), for the purpose of economic activity (Sections 18-21 of the Residence Act), for reasons of international law, or for humanitarian or political reasons (Sections 22-26 of the Residence Act) or for family reasons (Sections 27-36a of the Residence Act).¹⁵

Economic activity

The residence titles without limitations in time, i.e. the settlement permit and the EU long-term residence permit, entitle the holder to pursue economic activities (Section 9 subs. 1 second sentence of the Residence Act and Section 9a Subs. 1 second sentence in conjunction with Section 9 subs. 1 second sentence of the Residence Act).

In the case of temporary residence permits, in addition to residence permits explicitly issued for the purpose of economic activity, residence permits for other purposes may also permit economic activity. This is the case, for example, with residence titles for the purpose of family reunification (Section 27 subs. 5 of the Residence Act). In conjunction with the Employment Regulation¹⁶, the Residence Act regulates the legal re-

14 German: Gesetz über den Aufenthalt, die Erwerbstätigkeit und die Integration von Ausländern im Bundesgebiet.

15 Further, there are special rights of residence (Sections 37-38a of the Residence Act).

16 German: Verordnung über die Beschäftigung von Ausländerinnen und Ausländern.

quirements for and possible restrictions on access to the labour market. Depending on the legal basis on which a residence title is issued, there are differences in access to the labour market for third-country nationals. The IQ Network Lower Saxony has prepared an overview of the labour market access entitlements connected to the legal bases for a stay under the Residence Act, of which a total of over 100 exist (IQ Niedersachsen 2018)¹⁷.

Every residence title must indicate whether the pursuit of an economic activity is permitted. A foreigner who does not hold a residence permit for the purpose of employment (Section 18 of the Residence Act) may only be permitted to pursue employment if the Federal Employment Agency has given its consent or if a statutory provision stipulates that the pursuit of employment without the consent of the Federal Employment Agency is permissible (Section 4 Subs. 2 first to third sentences of the Residence Act). The approval may stipulate the duration and form of occupational activity and restrict the employment to specific plants or regions (Section 39 Subs. 4 of the Residence Act).

2.2.2 Legal framework on the promotion of labour market integration

There is no overarching legislation for the labour market integration of third-country nationals in Germany, not least because this issue touches upon several different areas of law (residence law, labour law, etc.). The following will give an overview of the most important legal framework conditions for labour market policy instruments and of the legal provisions which aim to promote labour market integration.

2.2.2.1 General labour market policy instruments

Instruments of active employment promotion

Central elements of labour market integration are the instruments of active employment promotion listed in the Second and Third Books of the Social Code.¹⁸ They

“aim at sustainable integration of jobless persons into the labour and vocational training market. In order to achieve permanent employment, employment chances are to be enhanced and employability is to be preserved. Thereby, the promotion of professional training and development are core elements of active labour market policy. In this way, active labour market policy not only intends to prevent individual hardship, but also serves an economic purpose by [possibly] training the existing labour force for other industrial sectors” (EMN/BAMF 2015: 13). The job centres and employment agencies implement respective measures in line with the provisions of the Second and Third Book of the Social Code. They fall into several categories:

- Activation and professional integration
- Choice of a profession and vocational training
- Additional professional training
- Starting an economic activity (this includes promoting both employment and self-employment)
- Specific measures to integrate disabled persons into the labour market
- Employment creation measures
- Free and other promotional measures (list according to BA 2018c).

Whether or not employment promotion benefits are granted, however depends on different factors, such as the provisions of the respective residence status or the length of the previous job that was subject to social security contributions.

Entitlement to employment promotion benefits pursuant to the Second Book of the Social Code

The legal basis on which a residence title is granted, conditions whether the prerequisites for being entitled to receive benefits of basic income support for jobseekers pursuant to the Second Book of the Social Code are met, and as such also employment promo-

and training market. In particular, long-term unemployment is to be prevented by improving the individual's employability. An equal treatment of men and women is to be an overarching principle of promoting labour. Promoting labour shall contribute to high employment and a steady improvement of the employment structure. It is to be implemented in such a way that it is in line with the employment policy targets of the Federal Government's social, economic and fiscal policy” (Section 1 subs. 1 of the Third Book of the Social Code). The Second Book of the Social Code contains provisions concerning basic income support for jobseekers and additional instruments to promote labour. Among other things, the basic income support shall ensure that gainful employment prevents or removes a need of assistance, shall reduce the period during which assistance is needed or the degree to which assistance is needed and shall maintain, improve or re-establish the recipient's ability to work (Section 1 subs. 2 fourth sentence nos. 1 – 2 of the Second Book of the Social Code).

¹⁷ Accessible at https://www.ggua.de/fileadmin/downloads/tabellen_und_uebersichten/Zugang_SGB_II_und_Arbeitsmarkt.pdf (05.09.2018).

¹⁸ Active labour market policy instruments are intended to promote labour. “Promoting labour shall help to counteract unemployment, reduce the period of unemployment and contribute to a good balance between supply and demand on the labour

tion benefits can be received (see Section 7 subs. 1 second to seventh sentences of the Second Book of the Social Code). An overview of the entitlements to benefits according to the residence status can be found at IQ Niedersachsen 2018¹⁹.

Entitlement to employment promotion benefits pursuant to the Third Book of the Social Code

“Generally, the possibility exists for third-country nationals to make use of measures aiming at promoting employment and vocational training. These include e.g. labour market activation and professional integration (Section 45 of the Third Book of the Social Code); access qualification (Section 54a of the Third Book of the Social Code); educative measures preparing for professional activity (Section 51 of the Third Book of the Social Code); assistance for vocational training (Section 56 of the Third Book of the Social Code); accompanying assistance measures during vocation training (Section 75 of the Third Book of the Social Code); out-of-company vocational training (Section 76 of the Third Book of the Social Code) or Federal Training Assistance²⁰ (IQ 2018d).

Whether and from what point onwards it is possible to receive benefits has to do with the residence status. For example, persons with a non-temporary residence title directly have access to benefits (Section 59 subs. 1 first sentence no. 2 of the Third Book of the Social Code), whereas persons with a residence permit for the purpose of education or employment can only make use of employment promotion measures after five years (Section 59 subs. 3 of the Third Book of the Social Code) (see IQ 2018d).

Passive benefits

The so-called “passive” benefits of labour market policy, too, play an important role when it comes to jobseekers. Among other things, they serve to cover the costs of living. These measures include unemployment benefits, insolvency allowance, short-time work allowance and, especially if necessary, basic income support for jobseekers, which ensures the sociocultural minimum of existence (EMN/BAMF 2015: 12 et seq.).

Labour market integration via the ‘standard system’

In principle, both passive and active labour market policy measures are directed at all members of the workforce, given that they fulfil the respective access requirements (see above). Due to this ‘labour market integration via the standard system’, the Federal Employment Agency and its agencies play a key role for the integration of third-country nationals. The agencies which decide on and provide basic income support for jobseekers (the job centres) can, for example, ask unemployed third-country nationals who touch social security benefits pursuant to the Second Book of the Social Code to participate in an integration course under an professional integration agreement²¹ (see Section 44a subs. 1 third to fifth sentences of the Residence Act).

2.2.2.2 Additional institutional framework for promoting labour market integration

Sections 43 to 45a of the Residence Act govern the integration offers at the Federal level, with sections 43, 44 and 44a focusing on integration courses and section 45 on the integration programme. The Asylum Procedures Acceleration Act,²² which entered into force on 24 October 2015, introduced job-related language training, which aims explicitly at promoting labour market integration by means of vocational German language promotion courses (Section 45a subs. 1 first sentence of the Residence Act) (see Chapter 3.2.2 for more details on the implementation of this provision).

The Professional Qualifications Assessment Act²³, which entered into force on 1 April 2012 as part of the Assessment and Recognition of Foreign Professional Qualifications Act (short: Federal Recognition Act)²⁴,

19 Accessible at https://www.ggua.de/fileadmin/downloads/tabellen_und_uebersichten/Zugang_SGB_II_und_Arbeitsmarkt.pdf (05.09.2018).

20 Granted under the Federal Training Assistance Act.

21 Professional integration agreements are concluded between the jobseeker and the job centre. They define which support a person is to receive in order to be integrated into a training measure or the labour market, which minimum efforts the recipient shall undertake in order to find a job, how often he or she shall make these efforts and how he or she shall prove that he or she has undertaken them and how benefits from other institutions are to be included in the integration procedure (see Section 15 subs. 2 second sentence of the Second Book of the Social Code).

22 German: Asylverfahrensbeschleunigungsgesetz.

23 German: Gesetz über die Feststellung der Gleichwertigkeit von Berufsqualifikationen, Berufsqualifikationsfeststellungsgesetz, BQFG.

24 German: Gesetz zur Verbesserung der Feststellung und Anerkennung im Ausland erworbener Berufsqualifikationen.

together with the individual regulations under Federal law for the Federal professions and the corresponding regulations for the professions regulated by Land law, it forms the framework for skilled workers with a vocational qualification obtained abroad to be able to create transparency with regard to their qualifications (so-called equivalence assessment). The law simplifies and standardises procedures for the evaluation of foreign professional or vocational qualifications governed by Federal law and opens up such procedures especially to third-country nationals (Anerkennung in Deutschland 2018a). This way, migrants' chances of finding an adequate job are raised and their integration is promoted: Everybody who acquired professional qualifications abroad is legally entitled to have their qualification checked for equivalence with a German reference qualification. If the qualification is found to be not fully equivalent, the applicant has the chance to compensate for any deficits (IQ n.d.) (see also Chapter 3.2.1 for measures).

Both the procedures for the recognition of qualifications for regulated and those procedures for the recognition of non-regulated professions are clearly defined. In the case of regulated professions, legal and administrative provisions stipulate that certain professional qualifications are necessary to gain access to the profession or practice it. In particular, the law or administrative provisions may foresee that people may only use a certain job title if they have obtained certain professional qualifications (Section 3 subs. 5 of the Professional Qualifications Assessment Act). This means that a recognition procedure is mandatory for these professions.

Ever since the Federal Recognition Act came into force (in April 2012) up until the end of 2017, around 111,000 applications for recognition in the Federal professions were been received (BiBB 2018: 1). The number of applications has increased significantly each year (from approx. 15,500 in 2013 to 25,000 in 2017). In 2017, 61% of the procedures ended with the recognition of full equivalence, only 2% of the applications were rejected completely. The remainder achieved partial equivalence, where compensatory measures (bridge measures) are possible. 14% of the applications were submitted from abroad. The evaluation of the Federal Recognition Act in 2017 showed that persons who have successfully completed a recognition procedure are more likely to be gainfully employed, are more extensively employed and are employed at a level more adequate to their qualifications than at the time of filing the application. The former applicants achieved an average 40% higher earned in-

come after recognition; the gross monthly income increases by an average of EUR 1,000 after successful recognition of professional qualifications (Ekert et al. 2017).

2.3 Statistics

In order to provide a context, Chapter 2.3.1 presents statistics on the number, the structure and the residence status breakdown of third-country nationals living in Germany. Chapter 2.3.2 then gives statistics on the labour market participation of third-country nationals in Germany.

2.3.1 Statistics on third-country nationals in Germany

2.3.1.1 Number of third-country nationals and breakdown of the group

According to the Central Register of Foreigners, the number of third-country nationals registered in Germany grew steadily between 2014 and 2017, by 1,440,267 persons (approx. 32.5%) to a total of 5,873,360 (see Figure 1).

Third-country nationals born in Germany make up the smaller part of the group as a whole. While their number rose by a total of 57,272 between 2014 and 2017, the number of third-country nationals born abroad jumped by 1,382,995 during the same period, mainly due to significant asylum-related immigration.

While nationality groups of states without significant refugee migration also grew during this period (e.g. China plus approx. 25,000 persons), a significant and rapid increase was recorded in the period 2014–2017

especially in the nationality groups with a high proportion of asylum-related migration. This applies, for example, to the group of Syrian (plus approx. 405,000 persons), Afghan (plus approx. 130,000 persons) and Iraqi (plus approx. 98,000 persons) nationals (see Figure 2).

2.3.1.2 Residence titles held by third-country nationals

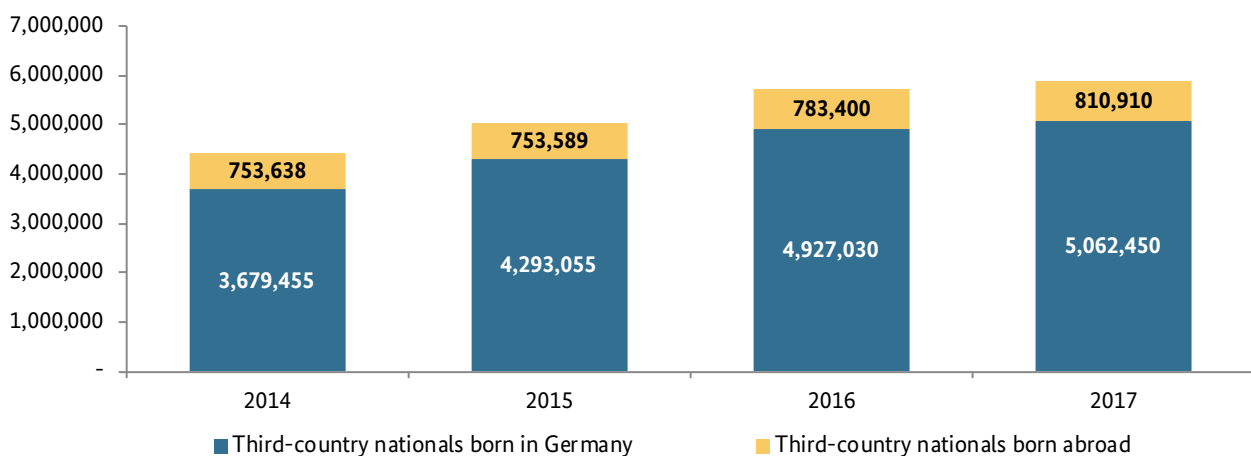
Out of a total of 5,873,360 third-country nationals who resided in Germany on 31 December 2017, 92,785 were exempt from holding a residence title (for example because they benefit from the free movement of workers under EU law). The remaining 5,780,575 who are required to hold a residence title held the following residence titles for the following purposes (Table 1).

Permission to pursue an economic activity for holders of a residence title

The different residence titles entail different provisions regarding the pursuit of an economic activity. As a rule, the Federal Employment Agency has to approve the application of a residence title for economic purposes (see Sections 39 – 42 of the Residence Act). In 2017, the Federal Employment Agency granted its approval in 283,922 cases and refused it in 54,679 others (BA 2018f: 73).

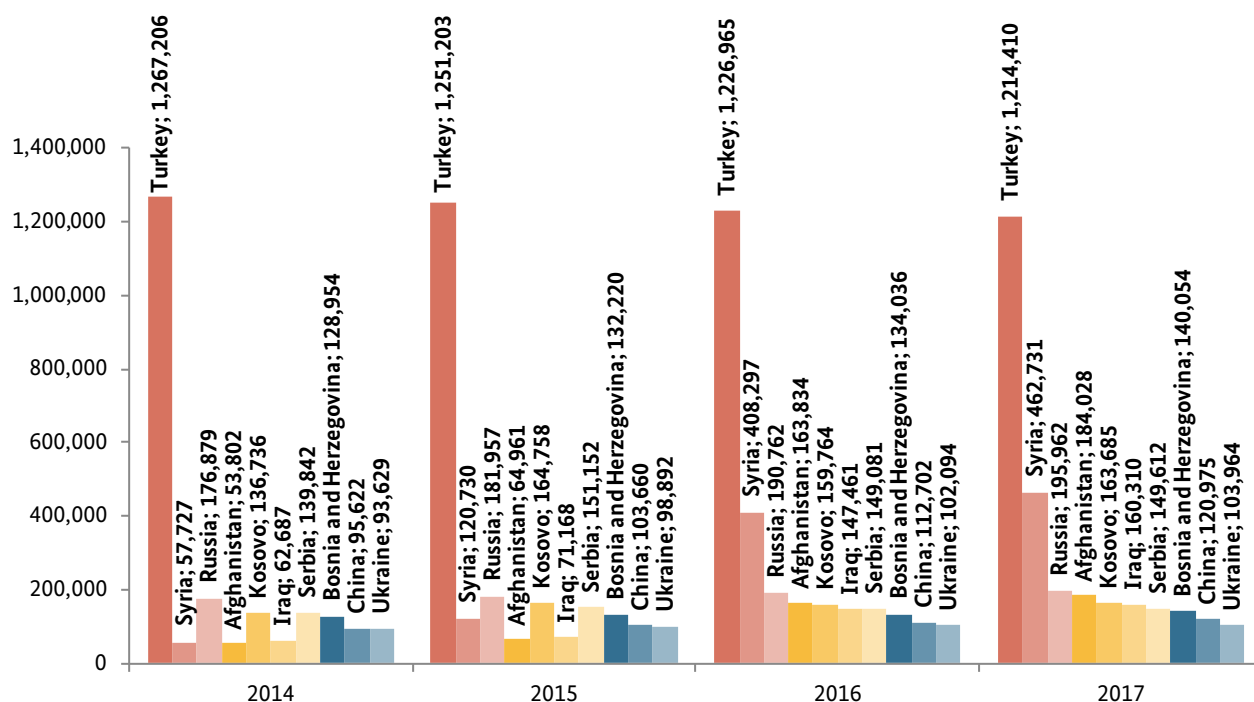
However, not all holders of a residence title which permits them to pursue an economic activity necessarily avail themselves of this opportunity. The total number

Figure 1: Number of third-country nationals (by place of birth), 2014–2017



Source: Central Register of Foreigners, own calculations based on: Statistisches Bundesamt 2015, 2016, 2017b, 2018a, Table 7, as of 31 December of each year.

Figure 2: Third-country nationals according to nationality, TOP 10 in 2017 (2014-2017)



Note: as of 30. June each year.
Source: Central Register of Foreigners, as of 2.8.2018.

Table 1: Residence status of third-country nationals who are required to hold a residence title, 2014-2017

		2014	2015	2016	2017	
Residence title holders	Total	3,730,091	3,861,874	4,277,275	4,657,955	
	Unlimited	2,434,667	2,463,684	2,479,460	2,474,190	
	Temporary	1,295,424	1,398,190	1,797,815	2,183,765	
	Purpose	Education	175,095	190,807	200,630	201,540
		Economic activity	112,698	123,882	147,620	181,565
		Reasons of international law, humanitarian, political reasons	240,948	319,926	633,615	922,735
		Family reasons	646,409	644,744	694,410	754,425
Special residence rights	120,274	118,831	121,540	123,505		
Non-holders of a residence title	Total	510,676	959,577	1,149,425	880,070	
	Suspension of removal	112,767	155,103	154,780	166,675	
	Permission to remain pending the asylum decision	177,900	349,806	558,040	369,375	
	No residence title, no suspension of removal or permission to remain pending the asylum decision ¹	220,009	454,668	436,605	344,020	
Application for residence title filed		131,746	155,355	201,545	242,545	

* "This category covers foreigners who neither enjoy the free movement of workers under EU law nor hold a residence title or benefit from a suspension of removal or permission to remain. It includes, first, persons who are obliged to leave Germany because their application for a residence title was rejected, their expired residence title was not extended or measures to terminate their stay were taken (such as an expulsion order). It also includes, second, sets of data kept by the Central Register of Foreigners that do not include information on the residence status. This may be the case if sets of data were not entered completely. The number of such data sets jumped in 2015 due to the refugee influx. In these cases, it is unclear whether the persons are still resident in Germany, whether double datasets exist (which means that the person is now registered under another name) or whether the person has left the country without informing the authorities of his or her departure" (Statistisches Bundesamt 2018a: Textteil, Definitionen von ausgewählten Begriffen und Merkmalen).

Source: Statistisches Bundesamt 2015, 2016, 2017b, 2018a, table 11, as of 31 December of each year.

of residence titles which permit their holder to pursue an economic activity does thus not tell us anything about the actual labour market participation of third-country nationals. There are no statistics on how many people actually make use of their entitlement to pursue an economic activity.

2.3.2 Statistics on the labour market integration of third-country nationals

The statistics presented below do not distinguish between status groups, but rather represent the group of third-country nationals as a whole. The statistics thus also include persons who hold residence titles for the purpose of education or for reasons of international law, for political or humanitarian reasons.²⁵ In Germany, the increase in the number of third-country nationals since 2014/2015 can be explained primarily by the increase in asylum-related immigration (see Chapter 2.3.1). This is also reflected in the data on employment and unemployment rates. Where possible, this development is shown separately.

2.3.2.1 Available data on labour market integration

The extensive labour market statistics of the Federal Employment Agency can help to measure the degree of labour market participation among third-country nationals living in Germany. Two Federal Employment Agency statistical sources are particularly important for the topic of this study: the employment and the unemployment statistics.

The employment statistics (German: Beschäftigungsstatistik) contain data about employees in jobs which are subject to social security contributions and those employees in small-scale employment as well as their employment relationships. The employment statistics are a comprehensive survey based on employers' healthcare, pension, old-age care and/or unemployment insurance notifications (a so-called secondary statistic). The statistics include information about the sex, the age, the nationality and the eco-

nomical sector of the employees (BA 2017c). The statistics do not extend to civil servants, self-employed, supporting family members and professional soldiers, as these groups are not covered by the statutory social security system (BA 2018b: Hinweise_SVB_GB).²⁶

In contrast, the unemployment statistics contain data and structures on registered unemployment. It covers all unemployed people, employed jobseekers and non-jobseekers that have been registered as such by an employment agency or job centre. The statistics are based on the administrative data of the Federal Employment Agency and the so-called option municipalities (see Chapter 2.4.3) and also constitute a comprehensive survey. The data contained within the unemployment statistics can be broken down by the socio-structural characteristics of sex, age and nationality (BA 2017d).

The Federal Employment Agency regularly publishes employment and unemployment statistics which differentiate by nationality. The monthly report 'The Labour Market for Foreigners (monthly data)' ('Arbeitsmarkt für Ausländer (Monatszahlen)') from the 'Labour Market Analysis' ('Analyse Arbeitsmarkt') series contains and analyses data on unemployed and employed foreigners and foreigners who participate in employment promotion measures (see BA 2018e). The monthly or, in some parts, quarterly series 'Migration Monitor Labour Market' ('Migrations-Monitor Arbeitsmarkt') (see BA 2018j) presents procedural and structural data, figures on employment promotion measures, the number of employees by nationality and unemployment rates among foreigners.²⁷

Some Federal Employment Agency data series only distinguish between 'foreign' and 'German' nationals, others make a separate distinction by third-country nationals²⁸. In the following it will be clearly stated which group is referred to.

25 See Chapter 1: This results on the one hand from the requirements of the EMN and on the other hand from the fact that the data for residence purposes available in the Central Register of Foreigners is not linked with the labour market statistics of the Federal Employment Agency and therefore a detailed breakdown of employment and unemployment figures by residence purpose cannot be provided.

26 Self-employed third-country nationals are not a subject of this study. For data concerning self-employed third-country nationals see Metzger 2017: 5.

27 There is also data on the labour market integration of persons with a migration background, which is, however, not presented in this study, as the focus is different. These include Federal Employment Agency statistics on unemployment, basic income support and support measures, which are based on voluntary information by recipients concerning their migration background (BA n.d.b) as well as Federal Statistical Office data on gainful employment which are calculated on the basis of the micro-census (Statistisches Bundesamt 2017c).

28 In line with the definition used in this study and in the EMN framework, the Federal Employment Agency statistics used for this study do not group citizens of Iceland, Liechtenstein, Norway or Switzerland as 'third-country nationals'.

Moreover, the statistics do not differentiate by residence title or purpose. As a result, any statistical conclusions refer to all third-country nationals (respectively: to all foreigners). The data thus includes persons who hold a residence title for educational purposes or for reasons of international law, and for humanitarian or political reasons.

2.3.2.2 Employment which is subject to social security contributions

Between 2014 and 2017, the number of people in Germany who held a job subject to social security contributions rose by more than two million. In June 2017, 32,164,973 employees had a job that was subject to social security contributions, up from 30,174,505 in 2014. The number of third-country nationals in a job subject to social security contributions rose as well, from 1,205,295 in June 2014 to 1,532,075 in June 2017. The share of third-country nationals in the total number of employees who have a job subject to social security contributions grew, too, from 4.0% in June 2014 to 4.8% in June 2017 (Table 2) (BA 2018b: Table 3).

In the last four years, the development of employment of third-country nationals subject to social security contributions has been mainly characterised by immigration from the eight non-European countries of origin of asylum-seekers with the highest immigration numbers (TOP 8 countries).²⁹ While in 2014 only

5.6 % of third-country nationals employed subject to social security contributions held the nationality of one of the eight non-European countries of origin of asylum-seekers with the highest immigration numbers, this proportion grew to 10.2 % by 2017 (an increase of approx. 90,000 persons). In other groups of third countries, which are defined as such in the statistics of the Federal Employment Agency, there was not such a clear increase in share: The share of employees from Eastern European third countries³⁰ varied only slightly between 2014 and 2017 and stood at 7.6% of all third-country nationals subject to social security contributions in 2017 (increase of approx. 24,000 persons), whereas the proportion of employees subject to social security contributions from the Balkan states³¹ rose slightly from 15.5% to 16.9% in the same period (increase of approx. 72,000 persons) (see Table 3) (BA 2018b: Table 3).

Employment figures may fluctuate considerably for seasonal, structural or business reasons. They describe how many people are in employment, but not how this employment relates to labour supply. Employment rates, which catch the share of employees who hold a job subject to social security contributions in the total population aged 15 – 65, on the other side, take changes in the supply of labour into account and thus allow better insights into the labour market participation of certain groups.

subject to social security contributions, no statement can be made at this point as to the proportion of persons employed subject to social security contributions from these states who, for example, hold a residence permit for the purpose of gainful employment or for family reasons.

³⁰ Russia and Ukraine.

³¹ Albania, Bosnia and Herzegovina, Kosovo, Macedonia and Serbia.

²⁹ These countries are: Eritrea, Nigeria, Somalia, Afghanistan, Iraq, Iran, Pakistan and Syria. Not all persons who are citizens of one of these countries reside in Germany with a residence title for reasons of international law, for political or humanitarian reasons. Since the data of the Central Register of Foreigners for residence purposes is not linked to the BA data on employment

Table 2: Employees in a job subject to social security contributions (total of nationals and third-country nationals) (2014-2017)

Year (June of each year)	Total number of employees in a job which is subject to social security contributions	Number of third-country nationals in a job which is subject to social security contributions	Share of third-country nationals in the total number of employees in a job which is subject to social security contributions
2014	30,174,505	1,205,295	4.0 %
2015	30,771,297	1,268,332	4.1 %
2016	31,443,318	1,371,453	4.4 %
2017	32,164,973	1,532,075	4.8 %

Note: employees at their place of work;

Source: BA 2018b, table 3, as of 31 December 2017. For reasons of clarity, the data for June of each year were used; seasonal changes are therefore not included. Please see the source for an overview of the complete quarterly data.

Table 3: Third-country nationals with jobs subject to social security contributions according to nationality (2014-2017)

Third-country nationals with jobs subject to social security contributions							
Year	Total	from the eight most relevant countries of origin of asylum-seekers	Share of the total of third-country nationals with jobs subject to social security contributions	from Eastern European third-countries	Share of the total of third-country nationals with jobs subject to social security contributions	from Balkan states	Share of the total of third-country nationals with jobs subject to social security contributions
2014	1,205,295	67,008	5.6%	91,760	7.6%	186,916	15.5%
2015	1,268,332	77,390	6.1%	98,851	7.8%	199,679	15.7%
2016	1,371,453	102,120	7.4%	107,383	7.8%	222,204	16.2%
2017	1,532,075	156,850	10.2%	115,891	7.6%	258,824	16.9%

Note: Employees at place of work;

Source: BA 2018b: table 3, as of 31.12.2017. For reasons of clarity, the data for June of each year were used; seasonal changes are therefore not included. Please see the source for an overview of the complete quarterly data.

Employment rates are available for both German nationals and third-country nationals. The employment rate for German nationals is based on the total number of German nationals aged between 15 and 65 and the employment rate for third-country nationals is based on the total number of third-country nationals aged between 15 and 65.

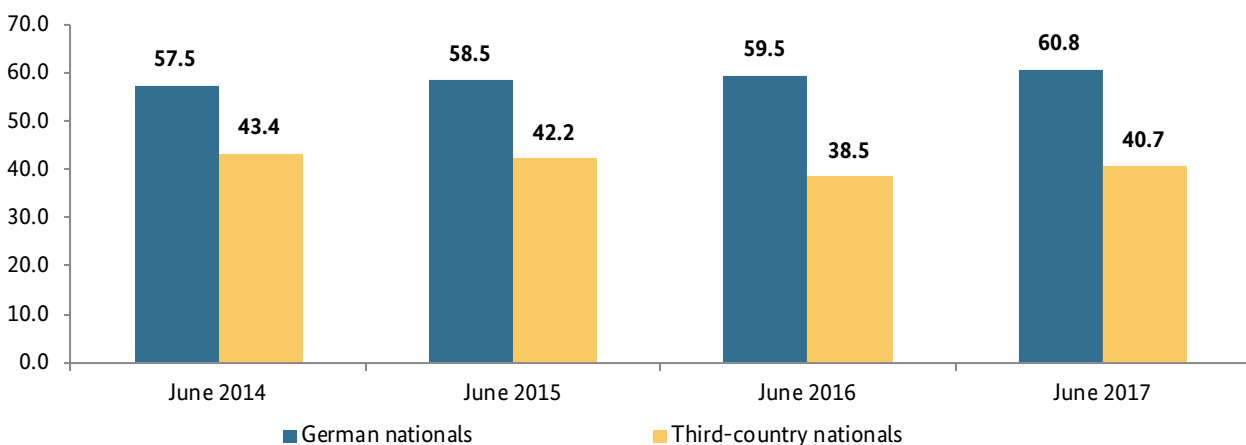
A look at the development of the two employment rates between June 2014 and June 2017 shows that the rate for German nationals trends upwards, whereas the rate for third-country nationals first declines and then rises again from 2017. There is a persistent and significant gap between the two groups (see Figure 3).

The increased immigration of third-country nationals in the last four years for reasons of international

law, for political and humanitarian reasons (see Chapter 2.3.1) has, however, had an influence on the labour supply by making more people of working age available to the labour market, as well as on the number of employed third-country nationals (see above) and thus influences the development of the employment rate for third-country nationals.

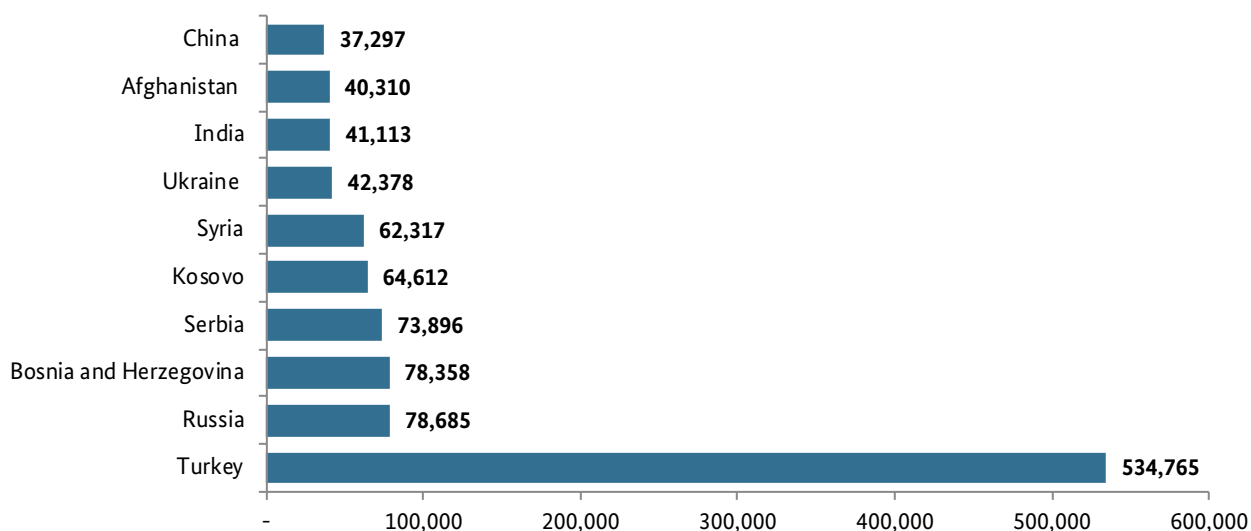
Nationality

In 2017 Turkish citizens clearly formed the largest group of third-country nationals holding a job subject to social security contributions (see Figure 4), followed by Russia (78,685 persons), Bosnia and Herzegovina (78,358), Serbia (73,896), Kosovo (64,612), Syria (62,317), Ukraine (42,378), India (41,113), Afghanistan (40,310) and China (37,297) (BA 201b: Table 1).

Figure 3: Employment rates of German nationals and third-country nationals (in %)

Note: rate for employees at their place of residence;

Source: own calculations based on BA 2018e: 20, Ausländerzentralregister and Statistik der Bundesagentur für Arbeit (Zulieferung)2018.

Figure 4: Top ten nationalities of third-country nationals holding a job subject to social security contributions (2017)

Note: employees at their place of work;

Source: own calculations based on BA 2018b, table 1, analysis as of 31 December 2017.

Sex and age

In 2017, the majority of third-country nationals who had a job subject to social security contributions were men (64.8%) aged between 25 and 55 (78.0%). Compared to German nationals with a job subject to social security contributions, the share of male and younger employees was higher among third-country nationals (see Table 4).

Economic sectors

Third-country nationals who had a job subject to social security contributions worked slightly more often

in the services sector (73.7%) than German nationals with a job subject to social security contributions (71.0%). In contrast, their share in the manufacturing sector was slightly below that of German nationals (26.0% vs. 28.4%; both figures for employees who had jobs subject to social security contributions) (BA 2018b: Table 4).

A look at the individual economic sectors (see Figure 5) shows differences between the shares of third-country nationals with a job subject to social security contributions and German nationals with a job subject to social security contributions especially in the hospitality sector (9.9% vs. 2.4%), other services (9.8%

Table 4: Employees holding a job subject to social security contributions by nationality, sex and age (2017)

	Employees in a job subject to social security contributions			
	German nationals		Third-country nationals	
	Total	%	Total	%
Men	15,205,106	52.5 %	1,045,018	64.8 %
Women	13,782,688	47.5 %	566,717	35.2 %
Below 25 years	2,956,147	10.2 %	227,896	14.1 %
25 – below 55 years	20,001,489	69.0 %	1,257,475	78.0 %
55 – below 65 years	5,744,068	19.8 %	118,633	7.4 %
65 years and older	286,090	1.0 %	7,731	0.5 %

Note: employees at their place of work;

Source: BA 2018b, table 2, analysis as of 31 December 2017.

vs. 4.0%), temp work (6.6% vs. 2.0%) and public administration³², defence and social security etc. (1.5% vs. 6.1%).

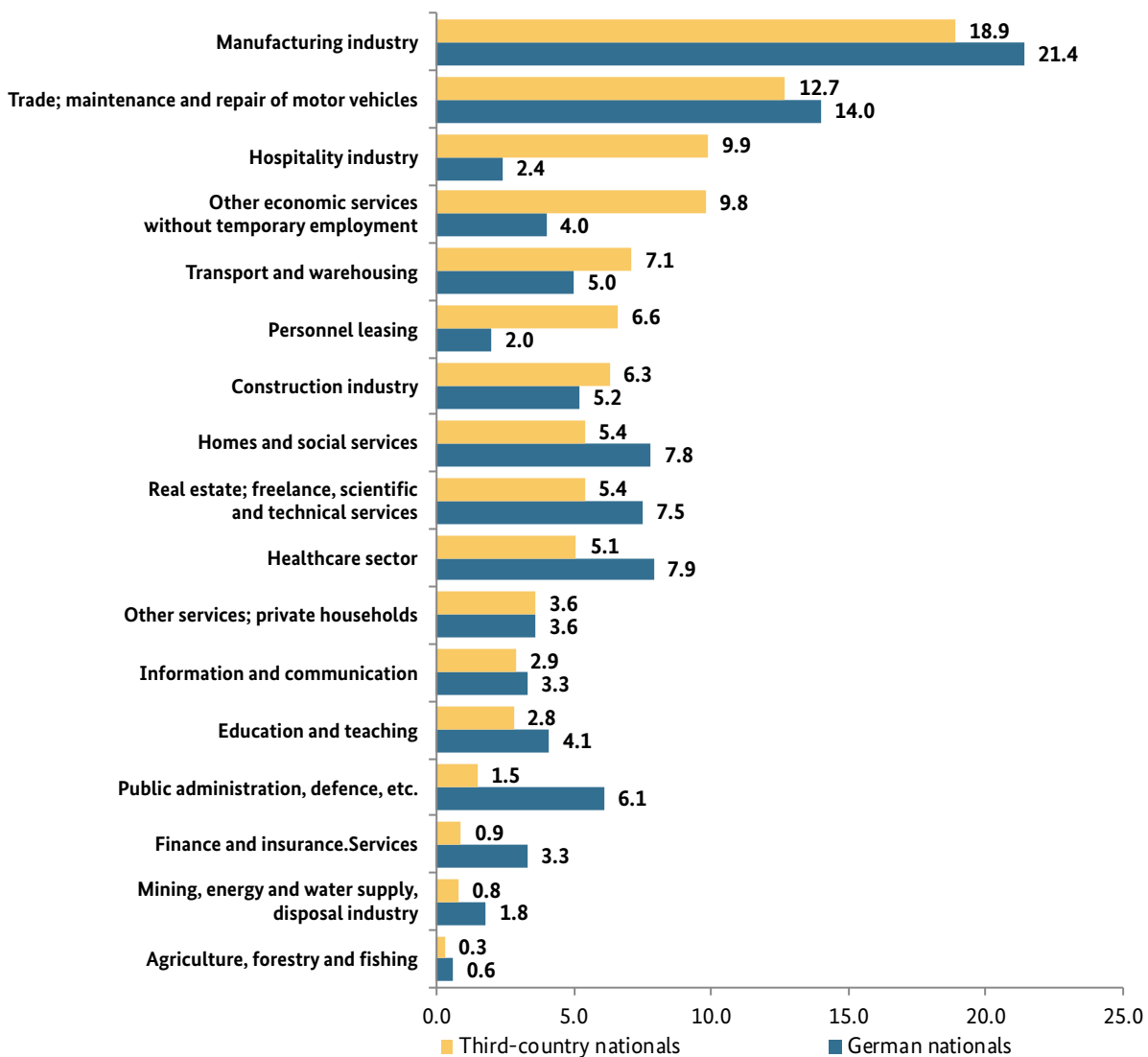
32 As a rule, third-country nationals may take a job in the public sector. However, only German nationals, EU and EEA citizens and citizens of a third country with which Germany and the European Union have concluded an agreement about the recognition of relevant professional qualifications may become civil servants (Section 7 subs. 1 no. 1 of the Act on the Status of Civil Servants (Beamtenstatusgesetz)).

2.3.2.3 Small-scale employment

Total number

The picture for those employees who only hold a small-scale employment, i.e. a job with monthly wages that regularly do not exceed a certain threshold (see above), is different from that for third-country nationals holding a job subject to social security contributions. While the overall number of employees exclusively in small-scale employment in Germany declined slightly between June 2014 and June 2017, the number of third-country nationals exclusively in small-scale employment increased. Their share rose from 6.7% to 7.4% (see Table 5). Third-country nationals are

Figure 5: Employees holding a job subject to social security contributions (German nationals and third-country nationals) by economic sector (%; 2017)



Note: employees at their place of work;
Source: own calculations based on BA 2018b, table 4, analysis as of 31 December 2017.

therefore relatively more likely to exclusively be in a small-scale employment than in employment subject to social security contributions.

As in the case of employment subject to social security contributions, the development of third-country nationals exclusively in small-scale employment in the last four years was primarily characterised by the high number of persons with a nationality from one of the eight non-European countries of origin with the highest numbers of asylum-related immigration taking up employment. While in 2014 only 7.4% of third-country nationals who were employed exclusively in small-scale employment held the nationality of one of these countries (see Chapter 2.3.2.2), this share grew to 15.0% by 2017, which corresponds to an increase of approx. 30,000 persons (BA 2018b: Table 3) (see Table 6).

Nationality

Regarding nationalities, the picture of third-country national employees exclusively in small-scale employment (see Figure 6) was similar to those third-country nationals with a job subject to social security contributions. Once again, Turkish nationals were the largest group (114,409 persons), joined by Syria (29,337), Kosovo (17,351), Russia (16,391), Serbia (13,161 jobbers), Bosnia and Herzegovina (11,348), Ukraine (9,380), Iraq (9,105), Afghanistan (9,001) and Vietnam (8,621) (BA 2018b: Table 1).

Sex and age

A look at the sex of those persons exclusively in small-scale employment in 2017 shows that the shares of the sexes were similar among German and third-coun-

Table 5: Employees who exclusively held a small-scale employment (total of nationals and third-country nationals) (2014-2017)

Year (June)	Employees exclusively with a small-scale job: Total	Employees exclusively with a small-scale job: Third-country nationals	Share of third-country nationals in the total number of those exclusively with a small-scale job
2014	5,349,851	360,675	6.7 %
2015	5,187,590	353,432	6.8 %
2016	5,141,533	362,397	7.0 %
2017	5,070,575	376,423	7.4 %

Note: employees at their place of work;

Source: BA 2018b, table 3, as of 31 December 2017. For reasons of clarity, the data for June of each year were used; seasonal changes are therefore not included. Please see the source for an overview of the complete quarterly data.

Table 6: Employees exclusively holding small-scale employment by nationality (2014-2017)

Third-country nationals exclusively in small-scale employment							
Year	Total	from the eight most relevant countries of origin of asylum-seekers	Share of the total of third-country nationals employed exclusively in small-scale employment	from Eastern European third-countries	Share of the total of third-country nationals employed exclusively in small-scale employment	from Balkan states	Share of the total of third-country nationals employed exclusively in small-scale employment
2014	360,675	26,672	7.4%	29,001	8.0%	50,883	14.1%
2015	353,432	29,746	8.4%	28,258	8.0%	51,699	14.6%
2016	362,397	38,910	10.7%	28,739	7.9%	53,931	14.9%
2017	376,423	56,455	15.0%	29,006	7.7%	54,871	14.6%

Note: Employees at place of work; Source: BA 2018b: table 3, as of 31.12.2017.

For reasons of clarity, the data for June of each year were used; seasonal changes are therefore not included. Please see the source for an overview of the complete quarterly data.

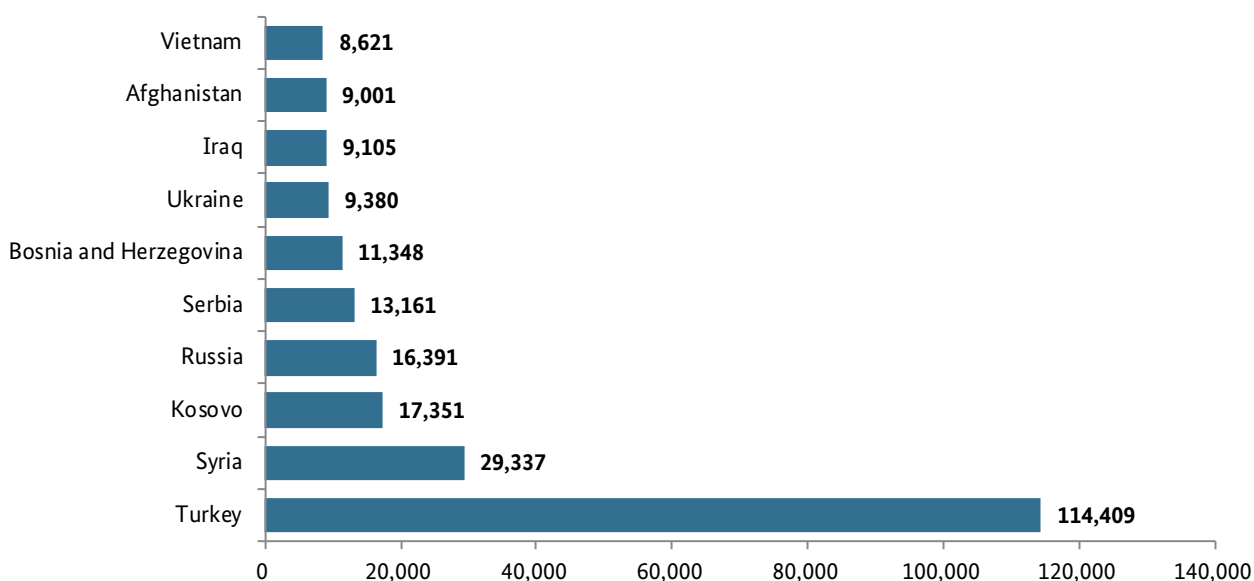
try nationals. The share of women was considerably higher than that of men, both for third-country and German nationals (59.6% vs. 61.6%).

The age structure was different, however. While 43.4% of the German nationals were older than 55 in 2017, this was true only for 13.6% of third-country nationals. At the same time, a considerably higher percentage of third-country nationals was employed exclusively in small-scale employment during the core working age between 25 and 55 (66.5% vs. 33.9%) (see Table 7).

Economic sectors

When comparing the sectoral distribution between German and third-country nationals employed only in small-scale employment, differences show in certain sectors. At 92.0%, the share of third-country nationals in the services sector was slightly higher than that of German nationals in 2017 (85.9%). In return, the share of those who worked in manufacturing was slightly below that of German nationals (7.5% vs. 12.6%) (BA 2017: Table 4). A breakdown by specific economic sectors (see Figure 7) shows that the per-

Figure 6: Top ten nationalities of third-country nationals exclusively in small-scale employment (2017)



Note: employees at their place of work;
Source: own calculations based on BA 2018b, table 1, analysis as of 31 December 2017.

Table 7: Employees who exclusively held small-scale employment by nationality, sex and age (2017)

	Employees who exclusively held small-scale employment			
	German nationals		Third-country nationals	
	Total	%	Total	%
Men	1,630,713	38.4 %	150,751	40.4 %
Women	2,618,599	61.6 %	222,325	59.6 %
Below 25 years	962,334	22.6 %	74,113	19.9 %
25 – below 55 years	1,440,643	33.9 %	248,117	66.5 %
55 – below 65 years	842,328	19.8 %	32,532	8.7 %
65 years and older	1,004,000	23.6 %	18,314	4.9 %

Note: employees at their place of work;
Source: BA 2018b, table 2, analysis as of 31 December 2017.

centages deviate from the average mainly in the hospitality sector (22.5% vs. 10.7%) and in other services (22.0% vs. 8.4%).

2.3.2.4 Unemployment

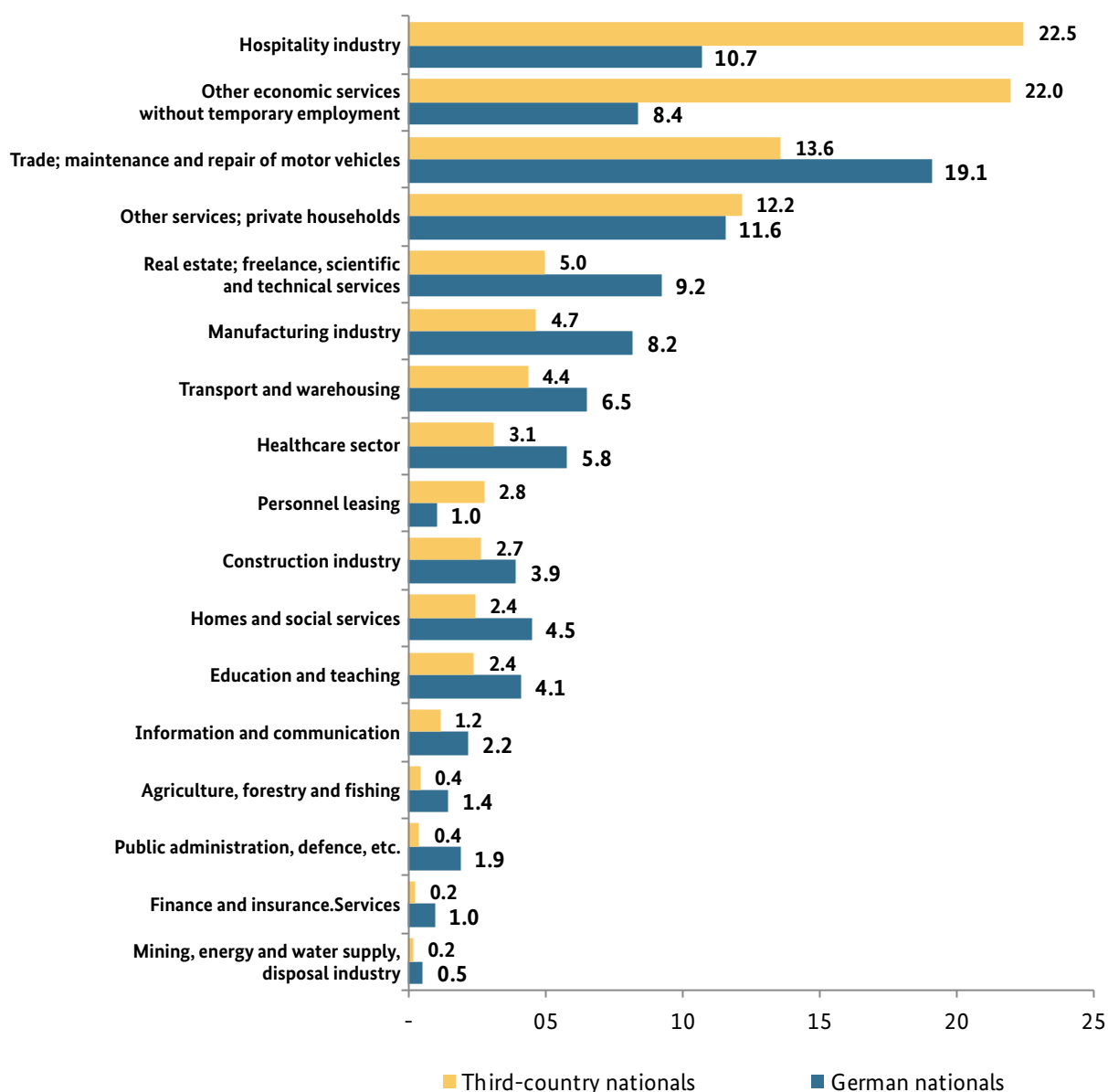
Total number of unemployed and unemployment rate

The number of unemployed third-country nationals has risen steadily in the past few years, from 363,794 in June 2014 to 472,289 in June 2017 (see Figure 8).

Between June 2016 and June 2017, unemployment among third-country nationals was up by approx. 7.5% (33,400 persons), while the total number of unemployed in Germany declined by 5.9% during the same time, to 2,532,837 (Statistik der Bundesagentur für Arbeit (Zulieferung) 2018).

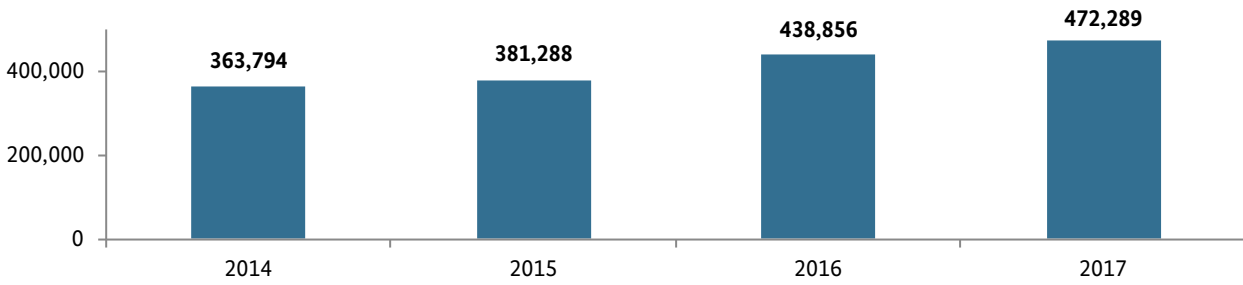
This increase is mainly due to the high asylum-related immigration. While in August 2014 approx. 58,000 nationals of the eight non-European countries of origin of asylum-seekers with the highest immigration numbers (see Chapter 2.3.2.2) was registered as unemployed, this number had risen by approx. 138,000 to 196,000 persons until August 2017 (BA 2018k: 8).

Figure 7: Employees exclusively in small-scale employment (German nationals and third-country nationals) by economic sector (%; 2017)



Note: employees at their place of work;
Source: own calculations based on BA 2018b, table 4, as of 31 December 2017.

Figure 8: Unemployed third-country nationals (2014-2017)



Note: data for June of each year.

Source: own calculations based on Statistik der Bundesagentur für Arbeit (Zulieferung) 2018.

The unemployment rate usually describes the ratio between registered unemployed and the total workforce (i.e. all workers and unemployed persons). Since the reference value (the ‘workforce’) does not allow a differentiation by nationality, the unemployment rate among third-country nationals cannot be calculated using the same reference value and hence the reference value needs to be suitably adjusted. The unemployment rates presented below were thus calculated on the basis of ‘all employees who held a job subject to social security contributions plus all mini jobbers aged 15 to 65 plus unemployed’.³³

A look at overall unemployment rates and unemployment rates among third-country nationals for the years between 2014 and 2017 shows that the overall unemployment rate has declined steadily whereas the rate among third-country nationals rose until 2016 and declined only by a small margin in 2017 (see Figure 9).

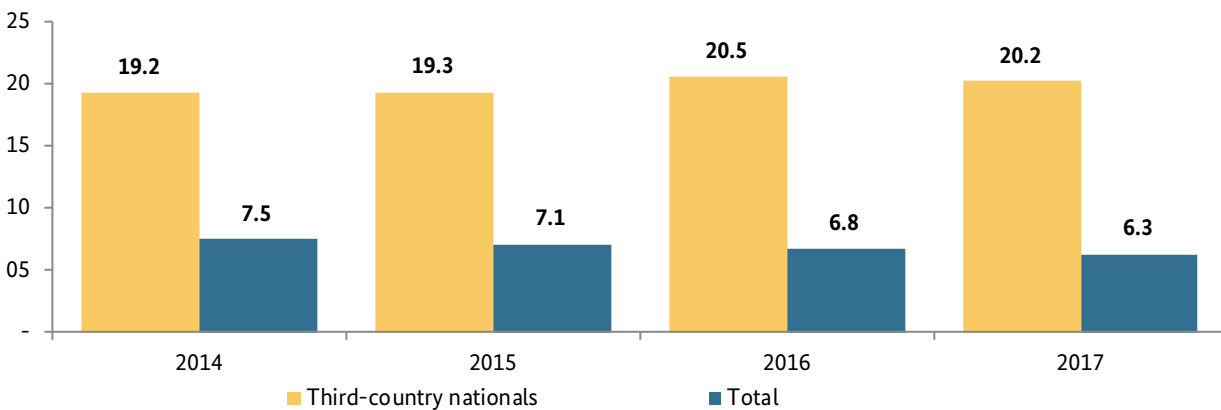
The decline in the unemployment rate by third-country nationals, from 20.5% in 2016 to 20.2% in 2017, and the simultaneous increase in the total number of unemployed third-country nationals can be ascribed to the fact that employment among foreign nationals rose more strongly than unemployment (BA 2018f: 18).

33 The Federal Employment Agency explains: “Due to the limited availability of data, the unemployment rate among foreigners needs to be calculated on the basis of a narrower reference value, namely workers in jobs subject to social security contributions and in exclusively small-scale employment. This is necessary because up-to-date figures on self-employed, civil servants and cross-border commuters are not available at all or not sufficiently differentiated. Due to the narrower reference value, the unemployment rate is exaggerated, seeing that self-employed

The increased asylum-related migration in the last four years has a double influence on the development of the unemployment rate for third-country nationals:

in particular are not included in the calculation” (BA 2018f: 49 et seq.).

Figure 9: Development of unemployment rates (calculated on the basis of a limited reference value) overall and among third-country nationals (%; 2014-2017)



Note: “The limited reference value only includes workers in jobs subject to social security contributions and mini jobbers aged 15 – 65 as well as unemployed. The reference value is calculated for the same period as the numerator. Due to the different calculation method for unemployment rates among foreigners the rates will differ from those in other standard reportings [by the Federal Employment Agency], for example the labour market reports” (Statistik der Bundesagentur für Arbeit (Zulieferung) 2018);

Source: own calculations based on Statistik der Bundesagentur für Arbeit (Zulieferung) 2018.

Table 8: Total number of unemployed and unemployed third-country nationals, by age and sex (June 2017)

	Total number of unemployed		Unemployed third-country nationals	
	Total	%	Total	%
Men	1,358,510	54.9 %	272,204	57.6 %
Women	1,114,130	45.1 %	200,084	42.4 %
15 – 25 years	217,252	8.8 %	56,175	11.9 %
25 – below 55 years	1,733,869	70.1 %	369,713	78.3 %
55 years and older	513,004	20.7 %	45,468	9.6 %

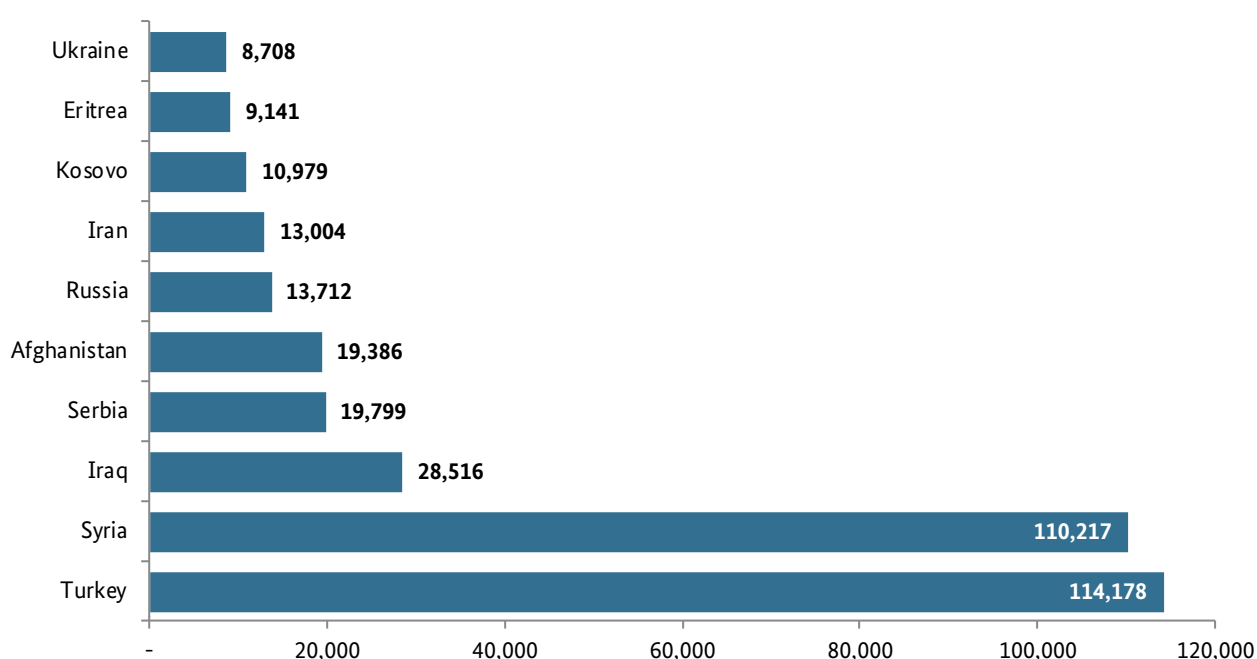
Source: own calculations based on Statistik der Bundesagentur für Arbeit (Zulieferung) 2018. Figures as of June 2017.

on the one hand, the reference value increased as a result of the increased asylum-related migration primarily of persons in working age (i.e. the total population of all third-country nationals able to work increases), on the other hand, the number of third-country nationals registered as unemployed also increased as a result of the relatively difficult start into the German labour market for asylum-seekers and refugees (BA 2018k: 9).

Nationality

In April 2018 454,745 out of a total of 1,742,862 unemployed foreign nationals were third-country na-

tionals. Turkish and Syrian nationals were by far the two largest groups (114,178 and 110,217 unemployed, respectively; see Figure 10). In the case of Syrian nationals in particular many of them are likely to be beneficiaries of protection who came to Germany as refugees in the past few years (BA 2018h: Table 1). The top ten third countries include, apart from Turkey and Syria, Iraq (28,516 unemployed), Serbia (19,799), Afghanistan (19,386), Russia (13,712), Iran (13,004), Kosovo (10,979), Eritrea (9,141) and Ukraine (8,708). However, this breakdown of the absolute figures does not permit any conclusions about the relative distribution among the groups, i. e. the unemployment rates of individual nationalities.

Figure 10: Top ten nationalities of unemployed foreign nationals (2018)

Source: own calculations based on BA 2018h: Table 1. Figures as of April 2018.

Sex and age

In June 2017, the majority of unemployed third-country nationals and the majority of all unemployed were male (57.6% and 54.9%, respectively). However, there were differences as to age: unemployed third-country nationals tend to be younger, not least because the average age of third-country nationals is lower (see Table 8).

2.4 State actors and competencies in the area of labour market integration

In Germany, structures of integration policy and integration administration are complex. Responsibilities and competencies are spread across all levels of the German political and administrative system. Since integration is regarded as a cross-sectional task (EMN/BAMF 2017: 53), several actors are involved at any given level as a rule. This applies both to integration policy as a whole and to labour market integration in particular.

The Federal level is largely responsible for creating the legal framework for integration (see Chapter 2.4.1). The concrete implementation, in contrast, rests with the Länder, which can also implement their own measures to promote integration (see Chapter 2.4.2). Municipalities are in turn responsible for implementing Federal and Länder laws (see Chapter 2.4.3). In addition, several “large municipalities [have] developed relatively elaborate additional support structures” (OECD 2017: 25).

Key players at the Federal, Land and municipal level share their experiences in several fora, such as the inter-ministry working group ‘Integration’ (IMAG Integration) or the Federal and Länder meetings on integration, as well as at conferences, in workshops and at Round Tables organised for this purpose (for example by the Federal Office for Migration and Refugees) (BAMF 2018a: 16). Within the labour market administration system, there are several bodies designated at facilitating exchange between the Federal and Land administrative experts concerning labour market integration, for example the Federal Government and Länder committee on issues related to the basic income support for jobseekers pursuant to Section 18c of the Second Book of the Social Code.

In addition to state institutions, civil-society organisations such as welfare associations or NGOs play an important role in the area of labour market integration, both in politics at the Federal, Land and municipal levels (for example by providing their expertise during law-making procedures) and in the concrete implementation of measures (for example by providing advice). Moreover, the business community (represented by business associations, chambers, trade guilds, etc.) also deals with issues of labour market and workplace integration at the political or practical level (see Chapter 4 for more details).

The following overview focuses on key state stakeholders on the different levels.

2.4.1 Federal level

2.4.1.1 Political stakeholders

While the basic responsibility for the issues of social cohesion, immigration and social integration falls within the remit of the Federal Ministry of the Interior, Building and Home Affairs (Bundesministerium des Innern, für Bau und Heimat, BMI), the basic responsibilities for measures and programmes of labour market and employment policy as well as for the design of social security, e.g. in the case of unemployment, at ministerial level lie predominantly within the remit of the Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Soziales, BMAS.). Several other ministries play a role as well, in particular the Federal Ministry of Education and Research (Bundesministerium für Bildung und Forschung, BMBF), the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (Bundesministerium für Familie, Senioren, Frauen und Jugend, BMFSFJ) and the Federal Ministry of Economic Affairs and Energy (Bundesministerium für Wirtschaft und Energie, BMWi) (see Chapter 2; EMN/BAMF 2017: 53).

The ‘Federal Government Commissioner for Migration, Refugees, and Integration’, which has been a Minister of State under the purview of the Federal Chancellery since 2005, is another political player. He or she shall “support the Federal Government in developing its integration policy, also with regard to aspects of employment policy and social policy” (Section 93 no. 1 of the Residence Act).

2.4.1.2 Operative stakeholders

The Federal Employment Agency (Bundesagentur für Arbeit, BA) and the job centres are responsible for job placement services and employment promotion. They also decide on financial support to unemployed persons, such as unemployment benefits (Section 368 of the Third Book of the Social Code). The Federal Employment Agency is a legally independent, self-administered public-law entity. Its control of legality lies with the Federal Ministry of Labour and Social Affairs, which may give directions to the Federal Employment Agency concerning the employment of foreign employees (Section 288 subs. 2 of the Third Book of the Social Code). The Federal Employment Agency is composed of ‘Regional Directorates’ (Regionaldirektionen) on the middle administrative level and ‘employment agencies’ (Agenturen für Arbeit, short: Arbeitsagenturen) at the local administrative level (Section 367 subs. 1 of the Third Book of the Social Code).

The Federal Employment Agency also has the ‘International Placement Services’ (Zentrale Auslands- und Fachvermittlung, ZAV) which co-ordinate the recruitment of qualified staff from third countries and counsel them after their arrival in Germany. The department’s International Personnel Service (IPS) advise “qualified workers and persons seeking for vocational training places from abroad about work and training opportunities, living and working conditions and social security in Germany and support them in finding a job in Germany, particularly in shortage occupations, [...], during the application process, in all issues concerning labour market access and qualification recognition” (BA 2018d). In addition, the Federal Employment Agency runs internet portals and releases publications to inform about economic migration and access to the German labour market for foreign employees.

The Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF) is also another institution which is responsible for the operative implementation of some the Federal integration measures (EMN/BAMF 2017: 53). For example, it is responsible for the coordination and implementation of the integration courses (Section 43 subs. 3 second sentence of the Residence Act) and vocational German language promotion courses (Section 45a subs. 1 of the Residence Act). Moreover, the Federal Office for Migration and Refugees coordinates the flow of information concerning a person’s residence for economic purposes between the foreigners authorities, the Federal Employment Agency and the diplomatic missions abroad which have been authorised by the Foreign Of-

fice to deal with passport and visa issues (Section 75 subs. 1 of the Residence Act). It provides expert support to the Federal Government in the field of promoting integration and produces information materials on integration measures offered by the Federal Government, Land governments and local government authorities for foreigners and ethnic German resettlers (Section 75 subs. 3 of the Residence Act). In addition, the Federal Office for Migration and Refugees manages, on behalf of the Federal Ministry of Labour and Social Affairs, the funds earmarked for the ‘Integration through Qualification’ programme (see Chapter 3.2.1). Jointly with the Federal Employment Agency, the Federal Office for Migration and Refugees runs the central hotline ‘Living and Working in Germany’, which is a cross-departmental cooperation between the Federal Ministry of Economic Affairs and Energy, the Federal Ministry of the Interior, Building and Community, the Federal Ministry of Education and Research and the Federal Employment Agency (see Chapter 3.2.4).

2.4.2 Land level

2.4.2.1 Political stakeholders

The Land level is where integration concepts are developed, assistance programmes are implemented and projects for labour market integration are supported. As a rule, the responsibility for general integration issues rests with a Land ministry or, in the case of the city states, a Land authority. Several Länder have established dedicated Integration Ministries.³⁴ However, as it is the case at the Federal level, labour market integration is often an issue which touches upon the responsibilities of several Land ministries (for labour, for social affairs, etc.).

There are standing conferences for the purpose of exchange of the Land ministers and senators dealing with labour market integration.

One of them is the regular Conference of Integration Ministers (Integrationsministerkonferenz, IntMK), where the responsible ministers coordinate political projects in the area of integration. Labour market integration is regularly on the agenda (IntMK 2018a).

³⁴ For a list of the ministries and authorities which are responsible for integration issues see: <https://sozialministerium.baden-wuerttemberg.de/de/integration/integrationsministerkonferenz/mitglieder/> (13.08.2018).

The Conference of Ministers and/or Senators for Labour and Social Affairs (Konferenz der Ministerinnen und Minister, Senatorinnen und Senatoren für Arbeit und Soziales, ASMK) discusses, among other things, labour market and labour law issues. It regularly takes decisions which touch upon labour market integration (ASMK 2017).

While labour market integration is not regularly on the agenda of the Permanent Conference of Ministers and Senators for the Interior of the Länder (Ständige Konferenz der Innenminister und -senatoren der Länder, IMK), it is nevertheless sometimes the subject of decisions, for example of the decision on legal economic migration taken at the 208th meeting of the IMK in Quedlinburg on 6 and 8 June 2018.

2.4.2.2 Operative stakeholders

Besides the Land ministries and authorities, the Regional Directorates of the Federal Employment Agency are a major actor at the middle level. The ten directorates bear responsibility for the success of the regional labour market policy. They work together with the Land governments to coordinate employment promotion efforts with the labour market, structural and economic policies of the respective Länder (Section 367 subs. 3 of the Third Book of the Social Code). In addition, the Regional Directorates may, with the approval of the Federal Employment Agency, enter into administrative agreements to implement time-limited Land labour market programmes (Section 368 subs. 4 of the Third Book of the Social Code). Moreover, the Regional Directorates supervise the local employment agencies (BA n.d.a)

Several Länder have established programmes which focus on the labour market integration of migrants from third countries. Such programmes are often implemented by Land ministries in cooperation with other actors, often the Regional Directorates of the Federal Employment Agency.

2.4.3 Local level

Integration takes place locally, which is why municipal authorities also play a role in labour market integration. However, due to the varying sizes and organisational structures of the numerous municipalities in Germany it is impossible to make general statements about relevant actors at the local level.

Within the municipal administration, integration is often a task for the social affairs departments. Yet, some municipalities have established integration offices, which are also responsible for labour market integration in the framework of local integration policy. Numerous municipalities have developed projects and programmes for the labour market integration of third-country nationals. Networking within the vast range of players often plays a major role.

There are two main local actors who are responsible for labour market integration pursuant to the Second and Third Books of the Social Code: the local employment agencies and the job centres. The 156 employment agencies with their approximately 600 branch offices implement the tasks of the Federal Employment Agency at the local level. They provide contribution-based services pursuant to the Third Book of the Social Code, which means that they are responsible both for active employment promotion measures (counselling, placement services etc.) and for paying out wage substitutes (such as unemployment benefits) (see Chapter 2.2.2.1).

In addition to the employment agencies, there are 407 job centres. Three quarters of the job centres are jointly run by the municipal authorities and the Federal Employment Agency (Section 44b of the Second Book of the Social Code) or, in some cases, by the municipal authorities only (so-called option municipalities pursuant to Section 6a of the Second Book of the Social Code). The job centres provide tax-based benefits pursuant to the Second Book of the Social Code aiming to integrate long-term unemployed or recipients of basic income support (pursuant to the Second Book of the Social Code) into the labour market (OECD 2017: 25).

Local employment agencies and job centres often go beyond the regular employment promotion support structures (see Chapter .2) in order to integrate third-country nationals into the labour market and (as far as the legal framework allows) establish programmes and measures to ensure a good integration into the local labour market. The following example of a measure by the job centre at the municipality of Ulm shows that this is only possible if a reliable network of local and regional institutions exists:

“Language and educational deficits [...] among migrants are a major hurdle for labour market access and result in a high risk of long-term unemployment [...]. In 2016, a new initiative was started, under which a specialised placement officer and a cross-cultural ambassador provided qualified and intensive support to long-term foreign recipients

of social welfare benefits (mostly immigrants from the Western Balkans or Turkey). The consultant-consultee ratio was 1:120. This approach was continued in 2017. [...] The cross-cultural ambassador works closely with all regional and national institutions in the field of migration and refugees and is a member of several task forces. The partners include the coordination office 'International City of Ulm', the foreigners authority, the migration counselling offices, language course providers, the police, the Federal Office for Migration and Refugees and others" (Jobcenter Ulm 2018 11).

In order to strengthen networking, the Federal Ministry of Education and Research has launched the funding guideline 'Municipal Coordination of Educational Offerings for Newcomers' ('Kommunale Koordinierung der Bildungsangebote für Neuzugewanderte'), which supports municipalities in this task. Around 80% of all districts and district-free municipalities receive funding for municipal coordinators who coordinate the educational offers for newcomers and the relevant educational and further training actors in the municipality on a local level.

The responsible foreigners authority is another key actor at the local level. It is responsible for issuing residence titles (Section 71 subs. 1 of the Residence Act), which must indicate whether (usually after approval by the Federal Employment Agency) the holder is entitled to pursue an economic activity or not (Section 4 subs. 4 of the Residence Act). The foreigners authority also determines whether a person is entitled to participate in an integration course. It may also oblige foreigners to participate in such a course (Section 44a subs. 1 second sentence of the Residence Act)³⁵ and

checks whether the foreigner complied with this obligation before extending a residence permit (Section 8 subs. 3 of the Residence Act).

35 Pursuant to Section 44 subs. 1 of the Residence Act, foreigners residing in the Federal territory on a permanent basis are entitled to a one-time enrolment in an integration course (1) upon receiving a residence permit for the first time (a) for employment purposes (Sections 18, 21), (b) for the purpose of subsequent immigration by dependants (Sections 28, 29, 30, 32, 36 and 36a), (c) on humanitarian grounds pursuant to Section 25 subs. 1, 2, 4a third sentence or Section 25b, (d) as a long-term resident pursuant to Section 38a or (2) upon receiving a residence title pursuant to Section 23 subs. 2 or 4 of the Residence Act. A foreigner is thought to be resident on a permanent basis if he or she is granted a residence permit for at least one year or has held a residence permit for more than 18 months, unless the residence is temporary. There are exceptions for children, juveniles and young adults who take up school education or continue their previous school education in the Federal Republic of Germany, if the need for integration is discernibly minimal or if the foreigner already has a sufficient command of the German language (Section 44 subs. 3 of the Residence Act). Pursuant to Section 44a subs. 1 first sentence of the Residence Act, foreigners are obliged to take an integration course if (1) they are entitled to take such a course as described above (i.e. pursuant to Section 44 of the Residence Act) and (a) are unable to communicate at least at a basic level in the German language

or (b) do not have a sufficient command of the German language at the time a residence title is issued pursuant to Section 23 subs. 2, Section 28 subs. 1 first sentence no. 1, Section 30 or Section 36a subs. 1 first sentence first alternative of the Residence Act, or (2) receive benefits in accordance with Book Two of the Social Code and an integration agreement pursuant to Book Two of the Social Code provides for participation in an integration course or (3) have special integration needs and the foreigners authority requires them to participate in an integration course, or (4) they belong to the group of persons referred to in Section 44 subs. 4 second sentence nos. 1 to 3, receive benefits under the Act on Benefits for Asylum Seekers and the competent benefit authority asks them to participate in an integration course. Pursuant to Section 44a subs. 2, the obligation to take an integration course does not apply to foreigners who are in vocational training or any other form of training or education in the Federal territory, who furnish evidence of participation in comparable education measures in the Federal territory or for whom attendance on a sustained basis is infeasible or unreasonable.

3 Measures to promote labour market integration

3.1 Measures of active employment promotion

In principle, the promotion of labour market integration in Germany is governed by the provisions set out in the Second and Third Books of the Social Code (see Chapter 2.2.2.1). In addition to passive-compensatory benefits (such as unemployment benefits or basic income support for jobseekers), which aim to ensure the livelihood in the phase of unemployment, there are active employment promotion measures which aim to get people back into a job as fast as possible. Unemployed foreign nationals can benefit from such measures, too, if they fulfil the access requirements. In 2017, third-country nationals made up 17.2% of all participants in active employment promotion measures. They benefited from a range of measures by employment agencies and job centres (see Table 9).³⁶

³⁶ The categorisation of promotion measures is derived from the relevant provisions in the Second and Third Books of the Social Code: “The promotion statistics provide data on the extent of promotion measures and participation in measures of active labour market policy (Section 3 of the Third Book of the Social

3.2 Further measures for labour market integration

In addition to the active employment promotion measures described above, there are numerous initiatives and measures which aim at improving the labour market integration of persons with a migration background or explicitly that of third-country nationals or at promoting the labour market integration of this group as one of several key goals. The following section will present a selection of such specific measures taken at the Federal level. Due to the large number of measures implemented at the Federal level it is only possible to describe initiatives in an exemplary way.

In line with the specifications for this EMN Focus Study, the measures can be categorised as follows

Code) and on integration measures (Sections 16 – 16f of the Second Book of the Social Code). Figures give the number of cases and participations, not of persons who receive support. That means that a person who benefits from several measures during a given period or at a given point in time will be counted several times” (BA 2018a: 26 et seq.).

Table 9: Participants in selected labour market policy measures by category of measure (annual average of stock figures, total and third-country nationals)

	Total	Third-country nationals	Share of third-country nationals
Total	893,292	153,252	17.2%
Activation and professional integration	216,597	71,777	33.1%
Free promotion measures	14,798	4,600	31.1%
Choice of a profession and vocational training	193,076	27,297	14.1%
Additional professional training	169,134	21,195	12.5%
Employment creation measures	99,775	10,678	10.7%
Starting gainful employment	131,846	13,915	10.6%
Specific measures to integrate disabled persons into the labour market	68,066	3,790	5.6%

Note: Figures on ‘choice of a profession and vocational training’ exclude participation in professional orientation measures pursuant to Section 48 of the Third Book of the Social Code;

Source: own calculations based on Statistik der Bundesagentur für Arbeit (Zulieferung) 2018.

(even though it is not always possible to make a clear distinction):

1. Training and qualification
2. Enhancement of professional and soft skills
3. Provision of information and counselling (within Germany and before immigration)
4. Anti-discrimination measures and diversity competence in the workplace
5. Tailor-made measures for labour market and workplace integration
6. Incentives to take up gainful employment or provide a job
7. Support for self-employment

Specific labour market integration measures are taken at the Land level, too. An overview of Land measures will be provided towards the end of this Chapter.

3.2.1 Training and qualification

Programme ‘Integration through Qualification (IQ)’

The funding programme ‘Integration through Qualification’ (IQ) (‘Integration durch Qualifizierung’) is a programme by the Federal Ministry of Labour and Social Affairs aiming to improve the labour market integration of persons with a migration background. “The target group consists of adults with a migration history who live in Germany and new immigrants, regardless of their residence status” (IQ 2018a).

The programme was first established as a pilot and model network by the Federal Ministry of Labour and Social Affairs in 2005 and extended to become a funding programme in 2011. “An objective of central importance is that professional qualifications acquired outside Germany more often lead to employment appropriate to one’s level of education, regardless of residence status” (IQ 2018b). For this reason, the programme also serves as practical approach to the Assessment and Recognition of Foreign Professional Qualifications Act, which entered into force on 1 April 2012 (see Chapter 2.2.2.2).

1. **Counselling on credential recognition and job training:** This priority area puts the emphasis on “counselling on the recognition of foreign professional qualifications as well as counselling on job training within the context of the Recognition Act. Those seeking guidance will receive competent advice on bridge training

and other compensatory measures for attaining full recognition and for securing employment appropriate to one’s professional qualifications” (IQ 2018c). From 1 January 2015 until 30 June 2018, recognition and qualification counselling was provided in 166,409 cases. “Many of the clients have certificates and skills in professions that face shortages in Germany, such as physicians, nurses, engineers, and teachers” (IQ 2018a). The free and voluntary counselling is aimed at persons with foreign professional qualifications. During 2017 and 2018, the counselling approach ‘Fair Integration for Refugees’ was developed by the IQ Network in order to provide information on minimum labour market standards and conditions for refugees and asylum-seekers. From 2019, this approach is to be developed further to include third-country nationals.

2. **Bridge training within the context of the Recognition Act:** This priority area involves the design and implementation of training schemes for persons with foreign professional credentials. “This includes, for example, bridge training for regulated professions in medicine and education to fill knowledge gaps or build the necessary language proficiency.³⁷ Moreover, people holding foreign university degrees are offered special courses to enhance their occupational, methodological or language skills as a bridge to employment” (IQ 2018c). Between 1 January 2015 and 30 June 2018, a total of 17,191 persons participated in a qualification project run by the IQ Network (IQ 2018a).
3. **Development of intercultural competence and further offers:** This priority area targets key actors on the labour market (in particular job centres, employment agencies, local governments and small and medium enterprises) and aims at building and developing cross-cultural competence. “The goal is to raise awareness about migrant-specific issues as well as to initiate sustainable intercultural opening processes and to eliminate discrimination within organisations” (IQ 2018c). The main tools are information events, information days, training events and counselling sessions. Between 1 January 2015

³⁷ Since 2016, job-related language training has been provided via the vocational German language promotion courses under the Ordinance on German Language Support for Professional Purposes. The IQ Network covers gaps in this regular promotion system. There is an exception, however, namely integrated professional and language training courses, which continue to be offered in the framework of the IQ programme (see Chapter 2.1.2).

and 30 June 2018, a total of 51,148 persons participated in 3,780 trainings (IQ 2018a).

These three areas of priority cover a total of approx. 380 sub-projects implemented by the funding programme at the local and regional levels. The Network's efforts are coordinated by 16 regional networks with their Land-level coordinators. Additionally, there are five competence centres that centres develop training schemes, instruments and policy recommendations for integrating persons with a history of migration into the labour market (IQ 2018c).

The first two priority areas are financed by the Federal Ministry of Labour and Social Affairs and the European Social Fund (ESF), the third exclusively by the Federal Ministry of Labour and Social Affairs. The Federal Ministry of Education and Research and the Federal Employment Agency serve as cooperation partners, and the Federal Office for Migration and Refugees manages the funds.

From 2019, another priority area is to be added: 'Regional skilled labour networks – immigration'. The goal is to promote the establishment of regional networks to attract qualified workers.

Additional programmes and projects that offer support in recognition processes

Next to the nationwide counselling and qualification offers of the programme IQ the Federal Ministry of Education and Research funds other important programmes and projects that offer support in recognition processes. The portal 'Recognition in Germany'³⁸, which is run by Federal Institute for Vocational Education and Training (Bundesinstitut für Berufsbildung, BiBB) on behalf of the Federal Ministry of Education and Research, provides central access to this regard. It contains information about the recognition of foreign professional qualifications in Germany in eleven languages. "In addition, it presents important information about the legal foundations, the recognition procedures for individual occupations and available counselling services in a concise form" (Anerkennung in Deutschland 2018d). Between 2012 and 1 July 2018 the portal received almost 8.9 million visits (Anerkennung in Deutschland 2018b).

Recognition procedures entail costs, the amount of which depends on the individual case. In order to lower the financial hurdles for a recognition procedure, there are various support measures. Since De-

ember 2016, it has been ensured nationwide that persons with low financial resources can also initiate a recognition procedure. With the recognition grant financed from funds by the Federal Ministry of Education and Research, financial support can be granted, for example to cover the procedural costs subordinated to other funding offers (Anerkennung in Deutschland 2018c).

Applicants for recognition cannot always provide sufficient proof of their degree. It is not only after the turmoil of flight that relevant documents are missing or can no longer be obtained. In such cases there is the possibility of a qualification analysis. Whether the required professional competences are available can be determined in the case of training occupations, for example, by means of a technical discussion, by work samples or by trial work. Qualification analyses as a helpful instrument, but also the standards and working aids developed for this purpose, are made even more widely known in the project 'Prototyping Transfer' (funded by the Federal Ministry of Education and Research) and support possibilities are provided for the assumption of the costs incurred. In the case of other occupations, it may also be possible to organise a knowledge examination or an adaptation course (bridge training) in case documents are missing.

The importance of professional recognition for the recruitment and integration of skilled workers is being communicated to companies in both the industrial and commercial sectors as well as in the crafts sector. The project 'Recognition of companies as callers - winning with skilled workers' ('Unternehmen Berufs-anerkennung - Mit Fachkräften gewinnen') of the Association of German Chambers of Commerce and Industry (Deutscher Industrie- und Handelskammertag, DIHK) and the German Confederation of Skilled Crafts (Zentralverband des deutschen Handwerks, ZDH) (funded by the Federal Ministry of Education and Research) aims to inform companies about the possibilities of professional recognition and the associated business opportunities. Within this framework the three institutions also award the company price 'We for Acknowledgment' ('Wir für Anerkennung'), in order to show, how companies and enterprises can find and bind skilled workers through the procedure of recognition of professional qualifications. In order to establish a company recognition culture on a broad basis, the project 'Recognised' ('Anerkannt') of the German Trade Union Federation (DGB Bildungswerk), on the other hand, is implemented at the level of employee representation bodies (BMBF 2017: 33).

38 Available at: www.recognition-in-germany.de (06.06.2018).

3.2.2 Enhancement of professional and soft skills

Integration courses and vocational German language promotion

A sufficient knowledge of German is usually regarded as a precondition for successful labour market integration. The integration courses aim to remedy language deficiencies. They are aimed at “foreigners residing lawfully in the Federal territory on a permanent basis (Section 43 subs. 3 of the Residence Act). The general integration course includes a basic and an advanced language course, each of which consist of 300 lessons, to achieve a sufficient knowledge of German (level B1 of the Common European Framework of Reference for Languages) and an orientation course, which provides information on the legal system, the culture and the history of Germany in 100 lessons. In addition to the general integration course, there are special courses directed at illiterate learners, young people, women, parents, second-literacy learners and persons who have been living in Germany for some time, but not benefited from regular language lessons. These courses consist of 1,000 lessons each. Particularly good learners may take part in an intensive course with 430 lessons (400 for the language course and 30 for the orientation course). If candidates do not pass the final German language test (‘Deutsch-Test für Zuwanderer’, DTZ), they may participate in an additional 300 language lessons.

The integration courses are co-ordinated and carried out by the Federal Office for Migration and Refugees, which may enlist the services of private or public organisations to this end (Section 43 subs. 3 first and second sentences of the Residence Act). A total of 1,736 private and public organisations offer integration courses in Germany. In 2017, 291,911 persons enrolled in an integration course (2016: 339,578 persons; 2015: 179,398 persons; 2014: 142,439 persons), which means that the total number of participants for the period from 2005 until the end of 2017 rose to 1.95 million (BAMF 2018b: 4). EUR 859 million were earmarked in the Federal budget for integration courses in 2017. This is a significant increase from previous years (2016: EUR 559 million; 2015: EUR 269 million) (EMN/BAMF 2018: 70).

Vocational German language promotion

These general integration courses are supplemented by job-related language courses. So-called vocational German language promotion was introduced by the

Asylum Procedures Acceleration Act, which entered into force on 20 October 2015, and became a regular tool of language support at the Federal level under the Ordinance on German Language Support for Professional Purposes³⁹, which entered into force on 1 July 2016. It replaced the ESF-BAMF-programme, whose courses ultimately had the same goal, but differed in terms of design, intensity and target groups.⁴⁰

Vocational German language promotion aims at supporting participants to learn the language with the express goal of improving their chances on the labour and vocational training market (Section 3 of the Ordinance on German Language Support for Professional Purposes) and promoting labour market integration (Section 45a subs. 1 first sentence of the Residence Act). Courses are coordinated and carried out by the Federal Office for Migration and Refugees, which can commission private or public organisations to run the courses (Section 45a subs 1 of the Residence Act). Vocational German language promotion builds on the integration courses and consists of basic and specialised modules (Section 11 of the Ordinance on German Language Support for Professional Purposes). The basic modules, which usually consist of 300 45-minute lessons, aim to bring learners to the levels B2, C1 or C2 (Section 12 of the Ordinance on German Language Support for Professional Purposes). Participation in the basic modules requires a sufficient knowledge of German at the level B1 (Section 4 subs. 3 first sentence of the Ordinance on German Language Support for Professional Purposes). In addition, there are four specialised modules for different target groups, which aim at

- particular professions in the context of professional recognition or professional access procedures,
- sector-specific lessons,⁴¹

39 Verordnung über die berufsbezogene Deutschsprachförderung.

40 The earlier ESF-BAMF-programme ran out at the end of 2017 and provided language lessons starting at the level A1. In 2017, 24,785 participants enrolled in the courses. “The decline in comparison to the preceding year (2016: 32,824) is largely due to the fact that alternative programmes are available and vocational German language promotion was introduced on 1 July 2016. Recently, the ESF-BAMF-programme covered 124 regions in Germany, with one provider and its cooperation partners per region being entitled to offer ESF-BAMF-courses. From 2009 until end-2017, a total of 228,986 participants took part in a total of 11,476 courses. Total costs across both support periods amount to EUR 511.6 million, with EUR 492.9 million of this total being funded by the ESF and EUR 18.7 million by the Federal Government. The support period for the ESF-BAMF-programme ended on 31 December 2017. There will be no new ESF-BAMF-courses in 2018. The ESF-BAMF-programme is replaced by vocational German language promotion” (EMN/BAMF 2017: 70).

41 As of 1 March 2018, drafts for the following specialist modules had been prepared: retail trade, academic medical professions, non-academic medical professions, industrial technology (BAMF 2018c).

- reaching the language level B1 from the level A2 (as defined by the Common European Framework of Reference for Languages), or
- reaching the language level A2 from the lower level (as defined by the Common European Framework of Reference for Languages)

(Section 13 subs. 1 first sentence of the Ordinance on German Language Support for Professional Purposes). Modules related to professional recognition or professional access procedures may consist of up to 600 lessons, the others of up to 300 lessons. The two modules aiming at achieving the language levels B1 or A2 address people who, despite having attended an integration course pursuant to Section 43 of the Residence Act, have not reached the language level B1.

The different modules “can individually be combined on a building block basis and [can] combine German lessons with activities carried out by the Federal Employment Agency” (BAMF 2018d). The course provider cooperates with the relevant authorities in order to offer such combined measures. The institutions involved in such courses (the organisation offering the course, the responsible employment agency and the institution which provides basic income support to jobseekers) may sign an agreement about the details of the cooperation (Section 16 subs. 2 of the Ordinance on German Language Support for Professional Purposes). Combining German language lessons with labour market policy measures, such as training, helps to ensure “quicker labour market integration and fill more qualified jobs and thus to attract qualified workers to Germany” (Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration 2016: 83).

Vocational German language promotion pursuant to Section 45a of the Residence Act is addressed at foreigners and German nationals with a migration background alike (Section 2 of the Ordinance on German Language Support for Professional Purposes). They may be entitled to participate if they need job-related language training

1. to improve their chances on the labour or vocational training market, provided that they are registered as looking for a training opportunity, as jobseekers or as unemployed by the employment agency and/or touch benefits pursuant to the Second or Third Book of the Social Code or are employed,
2. to achieve a certain level of language in the context of having their foreign qualifications recognised or getting access to certain professions, or

3. to get support during a professional training programme in order to successfully complete it.

In addition, participants must have completed the integration course and, as a rule, have a sufficient knowledge of German at level B1 (Section 4 of the Ordinance on German Language Support for Professional Purposes; BAMF 2018d). In most cases, the employment agency or the institution which provides basic income support (the job centre) decides whether a person is entitled to participate (Section 5 of the Ordinance on German Language Support for Professional Purposes). Participation is mandatory only for those who have been obliged to participate under an integration agreement; in all other cases, participation is voluntary (BAMF 2018d). Information on vocational German language promotion is available in 14 languages (BAMF 2017).

In 2016, a total of 5,485 persons participated in 282 vocational German language promotion courses. The numbers shot up to more than 95,000 new participants and 4,900 courses in 2017 (EMN/BAMF 2018 70).

While the Federal Office for Migration and Refugees coordinates and carries out both general language courses in the framework of integration courses and vocational German language promotion courses, different ministries are responsible. The Federal Ministry of the Interior, Building and Community is responsible for general language promotion up to level B1, but vocational German language promotion is part of the portfolio of the Federal Ministry of Labour and Social Affairs (BAMF 2018d).

Online learning portal ‘I want to learn German’

The Federal Ministry of Education and Research supports the online learning portal ‘I want to learn German’ (‘Ich will Deutsch lernen’) of the German Adult Education Association (Deutscher Volkshochschulverband, DVV),⁴² which implements the framework curriculum of the Common European Framework of Reference for Languages for integration courses at levels A1 to B1 in a digital learning environment and also offers independent learning areas for literacy in the second language German as well as for the working and professional language German as a second language. The more than 11,500 interactive and audio-supported exercises can be used as a course-supporting textbook in the integration course. It is the first digital textbook

42 Available at www.iwdl.de (25.09.2018).

officially approved by the Federal Office for Migration and Refugees.

Course teachers and those accompanying learners can compile homework, observe individual learning processes and thus also teach very heterogeneous learning groups in the sense of internal differentiation. For learners, the portal offers opportunities for differentiated, individualised learning at their own pace. Learners who register individually receive corrective feedback from DVV tutors. This support also makes the portal well suited for self-learners. In the 'Language and Occupation' area, there are 30 cross-industry scenarios with practice materials for job-related communication up to level B1+ (DVV 2018).

3.2.3 Provision of information and counselling within Germany

Skills test 'My Skills'

A specific challenge with labour market integration occur, if third-country nationals with professional experience have not acquired documentary proof of their qualifications. This could be the case, for example, if someone worked in a given field for several years without having completed formal training.⁴³

For this, the Federal Employment Agency and the Bertelsmann Stiftung have jointly developed a skills test called 'MYSKILLS'. It helps to make professional knowledge visible in certain professions and to objectify the assessment of skills by oneself and others in cases where such skills cannot be proven or diplomas have been lost. The test is not directed at a specific target group, but can be used by "refugees or migrants with no or negligible German language skills", as it is available in a number of languages (BA 2018i). Participants take a computer-aided test and answer questions about situations which may come up regularly when exercising a specific non-academic profession. This procedure helps to bring to light "technical knowledge, skills and experience" (ibid.).

The test is currently available in six languages⁴⁴, contains approx. 120 questions per profession and takes approx. four hours to complete. The following professions are covered:

- car mechatronics specialists,
- salespeople,
- metalworkers,
- carpenters,
- cooks,
- farmers,
- construction workers,
- and painters.

Currently, tests for an additional 22 professions are being developed so that the total number of professions is to be increased to 30 (Bertelsmann Stiftung 2018; BA 2018i). The tests are automatically analysed and the results are passed on to the job centre agent, who will discuss the results and further steps (such as additional qualifications) with the candidate (BA 2017e).

As of 20 November 2017, the test is available at all employment agencies and job centres and is overseen and accompanied by vocational psychology experts.

Coordination Office Vocational Training and Migration (KAUSA)

The Coordination Office Vocational Training and Migration (Koordinierungsstelle Ausbildung und Migration, KAUSA) at the Federal Institute for Vocational Education and Training was founded in 1999 with the aim of promoting dual vocational training for migrants in companies. In 2006, KAUSA was integrated into JOBSTARTER training structure programme of the Federal Institute for Vocational Education and Training. By 2013, more than 9,000 additional training places had been created as part of several projects under the KAUSA programme. The Federal Ministry of Education and Research took over the KAUSA programme in 2013 and is funding more than 30 so-called 'KAUSA service points' nationwide within this framework. These are regional counselling, information and coordination centres that answer questions on dual vocational training from self-employed persons, young people and parents with a migration background and pass them on to their local partners. Due to increased migration of asylum-seekers from 2015 onwards, the target group of KAUSA service centres has been expanded to include young refugees: they are also advised on questions relating to dual training and referred to competent local partners.

The KAUSA service centres have developed various special instruments to address the target group accurately. These instruments will gradually also be made available to other actors (in particular professional agencies, chambers of commerce) so that they can use

⁴³ For third-country nationals, for example, this may be the case if the vocational training in the country of origin is not subject to a formalised structure (see e.g. Fakha 2017).

⁴⁴ German, English, Arabic, Farsi, Russian and Turkish.

the knowledge gained after the KAUSA funding ends to advise and recruit training companies. One example is the so-called Parents' Guide, a brochure with information on dual vocational training in Germany specifically for parents with a migration background.

In order for this to succeed, the service centres are pursuing the further objective of strengthening the existing regional networks in addition to initial counselling and referral counselling and of working together with policy-makers, trade associations, vocational training institutions, migrant organisations and parents' associations as a structure for sustainable training participation. In this way, the KAUSA service centres are able to sensitise the institutions to the needs of the target groups and, together with them, to develop an adaptation of the approaches and concepts.

Since 2013, almost 20,000 young people with a migration background or young refugees as well as 5,000 entrepreneurs have been advised on dual vocational training. The Federal Ministry of Education and Research made a total of almost EUR 30 million available for this purpose.

3.2.4 Provision of information and counselling before immigration

Providing advice and information before people leave their country of origin or decide to come to Germany for economic purposes may already make a contribution towards successful integration in the German labour market or in the workplace.

Portal 'Make it in Germany'

The portal 'www.make-it-in-germany.com' is directed at skilled workers and people who would like to study or undergo vocational training in Germany. It "provides extensive information about immigration and visa procedures, job-hunting and everyday life in Germany" free of charge in several languages. "Entrepreneurs and researchers can find information specific to their field about their career chances in Germany. The site also points out the advantages of vocational training or studying in Germany" (BMW i n.d.). The portal also addresses employers, who can obtain information about and support in attracting and integrating foreign qualified workers.

The portal has been in place since 2012 and is run by the German Economic Institute in Cologne on behalf of the Federal Ministry of Economic Affairs and

Energy. In the framework of the portal, personal advice services are offered by the central hotline 'Living and Working in Germany' of the Federal Office for Migration and Refugees and the Federal Employment Agency as well as by the virtual Welcome Center (via chat) of the Federal Employment Agency. Since its start, more than 16 million visitors have visited the portal. In October 2018, the portal will be expanded to become the Federal Government's information portal for skilled workers from abroad.

'ProRecognition'

Next to using the portal 'Recognition in Germany' (see Chapter 3.2.1) persons residing outside of Germany since 2015 have the possibility of a personal counselling on the recognition of their professional qualification. In the framework of the pilot project 'ProRecognition – Professional & Vocational Qualifications for Germany' funded by the Federal Ministry of Education and Research, DIHK Service GmbH has established advice centres at eight German Chambers and Delegations of Commerce abroad, namely in Egypt, China, India, Iran, Italy, Morocco, Poland and Vietnam. Counselling is free of charge.

The project consists of three modules: counselling, support and promotion. Counselling is provided for all officially recognised degrees. In addition, qualification counselling is offered. Until the summer of 2018, ProRecognition counselled almost 3,700 persons.

3.2.5 Anti-discrimination measures and diversity competence in the workplace

At the Federal level, there are several programmes which aim to promote diversity, eliminate racism and improve inclusion. Some of them also focus on the labour market (for example by funding projects run by specific companies or business associations), and can thus help to create a workplace environment that is free of discrimination and racism, which will ultimately promote the workplace integration of third-country nationals.

'Live Democracy!', a Federal programme established in 2015 by the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth, is a key programme. In 2017, it provided funding worth EUR 104.5 million and in 2018 EUR 120.5 million. It was extended to seven thematic fields in 2017, and the field 'Civic Engagement and Diversity at the Workplace' was newly introduced. This is based on the assumption that "work

[...] plays a particularly important role, as it takes up a large share of everyday life and is a central place for integration and social inclusion. Equal treatment, equal opportunities and protection against discrimination are therefore important preconditions for a diverse and democratic society, which should be promoted, lived and strengthened in the workplace as well” (BMFSFJ 2017: 2).

The Federal Government thus follows a path which several business initiatives have entered upon long ago (for example Charta der Vielfalt e.V., see Chapter 4.2.5). The thematic field focuses mainly on vocational training and getting the first job and addresses vocational training institutions, employers and trade unions in particular. “In this area, it is possible to build on several cross-sector activities aimed at strengthening diversity and equal treatment and on a broad social engagement by employers and trade unions alike” (BMFSFJ 2017: 2).

In practice, pilot projects promoted in this field aim to “give teenagers and young adults an opportunity to deal with issues such as diversity, coping with prejudices and radicalisation in the workplace. The democratic behaviour and awareness of trainees and young adults as well as their social engagement are to be supported. At the same time, a culture of respect, mutual recognition and appreciation and dignity is to be supported and strengthened” (BMFSFJ 2017: 2). In the framework of the projects, employees are to focus on concrete problems in the workplace and “jointly try out and develop concepts in their company to counteract hostile movements against democracy or human beings in the workplace” (BMFSFJ n.d.).

At the moment, 20 projects in the thematic field are co-financed with a maximum amount of EUR 130,000 each. They implement the goals of the thematic field at the local or regional level, for example by offering seminars, workshops, role-play or theatre formats (such as the project ‘Acceptance, Integration, Diversity during Training’ by DGB-Bildungswerk NRW e.V.) or training multipliers and preparing recommendations for action (for example the project on ‘Raising Awareness and Promoting Democracy and Diversity in the Workplace’ by the National Executive Board of the German Trade Union Confederation). The projects and measures are free and participation is voluntary.

Beyond funding projects in this thematic field, the programme also helps civil-society organisations to professionalise their work and make it more sustainable in the framework of its structural efforts. Via this instrument, ‘Live Democracy!’ supports, for example,

the association Charta der Vielfalt e.V., an initiative by large German companies which aims at anchoring diversity in the heart of business and society (see Chapter 4.2.5).

3.2.6 Tailor-made measures for labour market and workplace integration

Funding programme ‘The right candidate for the job’

Small and medium enterprises (SMEs) in particular may find it difficult to attract a sufficient number of qualified workers. They often do not have enough time and/or funds at their disposal to find the right candidate for vocational training spots or to attract foreign qualified workers and ensure their workplace integration (BMWi 2018a: 2).

This is where the programme ‘The right candidate for the job – helping SMEs to find the right applicant to fill training positions and integrate foreign skilled professionals’ comes in (‘Passgenaue Besetzung - Unterstützung von kleinen und mittleren Unternehmen bei der passgenauen Besetzung von Ausbildungsplätzen sowie bei der Integration von ausländischen Fachkräften’). It supports and advises SMEs during the selection procedure of trainees and provides advice concerning the workplace integration of foreign skilled workers and migrants already living in Germany by establishing a welcoming culture both in the business and concerning recruitment abroad. “This includes, in particular, raising the willingness of SMEs to employ foreign apprentices and skilled workers or migrants already living in Germany, providing information for a successful integration, raising awareness in the workplace and indicating potential support measures” (ESF n.d.: 2 et seq.). Companies are eligible for advice or support under the programme if they have less than 250 employees and their annual turnover is below EUR 50 million or their annual balance sheet total amounts to EUR 43 million at most. Advice on the workplace integration of foreign young people or skilled workers is possible only if the latter are no recognised beneficiaries of international protection (BMWi 2018a: 3).

The ESF has provided co-financing of up to EUR 25 million for the programme (Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration 2016: 228), which is funded and implemented by the Federal Ministry of Economic Affairs and Energy. Advisors work within the Chambers of Trade, the Chambers of Industry and Commerce, the Chambers

of Free Professions or non-profit commercial organisations - these bodies implement the project. "In the first half of 2018, the counsellors placed around 2,648 young people in dual vocational training and entry-level training. Since the programme was launched in 2007, more than 81,345 vocational training places and 10,021 introductory training places have been successfully filled" (data as of September 2018; BMWi 2018c). Currently, advisors for the programme 'The right candidate for the job' work with 95 organisations (Passgenaue Besetzung 2018).

In order to meet the growing need for advice on job integration for asylum-seekers and refugees, the programme was extended to include the element 'Welcome Pilots' ('Willkommenslotsen') from 1 January 2016. "The welcome pilots visit and advise businesses on the legal framework, the possible administrative burden and the regional and national funding and support offers. The aim of the consultation is to sensitise as many entrepreneurs as possible to the subject of skilled workers and to convince them that refugees as trainees or (future) skilled workers can be an enrichment for any company" (BWi 2018b). In September, a separate guideline for welcome pilots was published in the Federal Gazette.⁴⁵ Since then, the approx. 150 'Welcome Pilots' have offered their advice and support to all companies (not only SMEs). "In the first half of 2018, the welcome pilots succeeded in filling around 1300 training places. In the comparison period 2017 this number was still about 880. In addition, more than 2,100 internships, 760 entry qualifications and over 600 employment places could be filled by the work of the welcome pilots in 2018" (BWi 2018b). Since the start of the programme in March 2016, the welcome pilots have achieved a total of around 16,500 placements of asylum-seekers and refugees. In contrast to the 'The right candidate for the job' placement, the work of the counsellors in this programme area is financed only by funds from of the Federal Ministry of Economic Affairs and Energy and the industry (ibid.).

ESF Federal programme 'Strong at work - mothers with a migration background get in'

The ESF Federal programme 'Strong at work - mothers with a migration background get in' ('Stark im Beruf - Mütter mit Migrationshintergrund steigen ein') of the Federal Ministry for Family Affairs, Senior Citi-

zens, Women and Youth is designed for women with children and migrant background and explicitly also for third-country nationals. It aims to facilitate the entry into employment of migrant mothers and to improve access to existing job offers. Nationwide 80 contact points show migrant mothers in close cooperation with job centres and local employment agencies individual ways to enter gainful employment as well as possibilities of reconciling family and professional life. Since 2015, 9,000 mothers have received counselling and support. Almost half of the mothers in the programme have a temporary residence permit and at the same time at least subordinate access to the labour market. The programme helps mothers that are asylum-seekers or refugees to acquire the necessary (pre-)qualifications and to develop employment prospects. In a second funding phase (1 January 2019 - 30 June 2022), around 90 projects will receive ESF funding of up to EUR 75,000 per year per project.

3.2.7 Incentives to take up gainful employment or provide a job

Project 'Triple Win'

The project 'Triple Win' was launched in 2013 as a joint project by the International Placement Services of the Federal Employment Agency and the German Society for International Cooperation (Deutsch Gesellschaft für Internationale Zusammenarbeit, GIZ) with the goal of recruiting foreign qualified workers for the German labour market. Currently, qualified workers from Serbia, Bosnia and Herzegovina, the Philippines and Tunisia are being recruited. According to its description, the project aims to ensure that qualified staff can "work and live in Germany at fair conditions. At the same time, unemployment in the countries of origin is reduced, and these countries benefit from remittances by the migrants. In Germany, hospitals and care institutions can recruit qualified staff to fill vacancies" (GIZ 2018).

Cooperation agreements with the labour agencies of the single countries of origin have been concluded. Twice a year, job adverts are released through the labour agencies in the countries of origin. The first phase of the selection process is conducted locally by the International Placement Services, the second is conducted by the German employer using Skype or the telephone.

⁴⁵ Guideline to assist companies with the operational integration of refugees by 'welcome pilots' of 8 September 2017 (German: Richtlinie zur Unterstützung von Unternehmen bei der betrieblichen Integration von Flüchtlingen durch 'Willkommenslotsen' vom 8. September 2017).

The programme ensures comprehensive integration advice to the workers both before leaving their country of origin and during their stay in Germany.

“Once applicants are accepted for the project, GIZ supports them in their preparations for living and working in Germany. This includes language courses up to an advanced level and a four-day specialist course in nursing. Moreover, the society supports the recognition procedure for professional qualifications obtained in the country of origin. After their arrival in Germany, it helps the workers during the integration process, for example by accompanying them to the necessary authorities. In addition, integration workshops are held at care institutions and hospitals in order to prepare the staff for the arrival of the new colleagues. During the first year, both employers and nurses can call a special telephone number in case of problems” (GIZ 2018).

Participation in the programme is free of charge and voluntary for the workers, given that the conditions for access to the labour market are met (see Chapter 2.2.1). Employers pay EUR 4,000 per recruited nurse plus travel expenses and, if necessary, expenses for having the qualifications recognised (ZAV 2016: 7). Since the launch of the programme, more than 160 healthcare organisations have taken advantage of the service. More than 2,000 nurses have been recruited by the International Placement Services and the GIZ, and approx. 1,300 of them have already started to work in Germany (GIZ 2018).

3.2.8 Support for self-employment

‘We start a business in Germany’

The portal ‘We start a business in Germany’ (‘Wir Gründen in Deutschland’)⁴⁶ is a project run by the Competence Centre on Migrant Entrepreneurship within the framework of the programme ‘Integration through Qualification (IQ)’ (see Chapter 3.2.1). In 14 languages, the internet site provides information to non-German nationals who are interested in setting up a business or becoming self-employed in Germany. In addition to content directed at EU citizens or asylum-seekers and refugees, the site also provides information specifically for third-country nationals.

In a step-by-step procedure, users are led through different topics, such as ‘What am I allowed to do?’, ‘What do I need?’ or ‘What’s next?’. They receive information on application and issuance procedures for residence titles, on business planning and financing or administrative and tax issues.

Beyond the information provided, the portal also offers downloads which can help during the more detailed planning process, for example a guideline to draw up a business plan, business concept or corporate plan or bilingual glossaries with terms that are relevant for setting up a business in Germany. The portal uses social media to draw attention to its information (Fachstelle Migrantenökonomie 2018).

3.3 Measures at Land level

In addition to the measures at Federal level described above, numerous measures exist at Land level. Due to the limitations of this study, the following will give only a limited number of examples of the measures which the Länder have taken to improve labour market integration. In order to illustrate measures at the Land level, Rhineland-Palatinate and Thuringia were chosen as examples of a West and East German state, respectively, and Hamburg as an example of a city state, of which some measures in the area of labour market integration were selected as examples.

Rhineland-Palatinate

Rhineland-Palatinate released its integration concept in 2017 (MFFJIV 2017). It states that professional training and labour market integration is one of several fields of action of the integration policy of the Land. In the concept, the Land government emphasises its will to “step up efforts to ensure the labour market integration of unemployed or long-term unemployed in Rhineland-Palatinate, regardless of the origin of the unemployed, [...] over the next few years” (MFFJIV 2017: 41).

This is implemented, for example, by promoting target-group-specific orientation seminars in line with the principles of the ‘Labour market policy programme to (re-)integrate women into work’. “These seminars aim to support female migrants and asylum applicants with a good chance to remain who want to work again after a family phase by providing them with information and qualification opportunities (language and IT-

46 Available at www.wir-gruenden-in-deutschland.de (17.07.2018).

skills, opportunities on the German labour market)” (MFFJIV 2017: 42).

Moreover, by organising regular events and working groups, the Land supports the improvement of networks that can contribute to the professional and social integration of foreign skilled workers. “The Welcome Centres at the Chambers of Industry and Commerce provide qualified workers and their families with information about everyday life and work in Germany and with the necessary support” (MFFJIV 2017: 42).

Thuringia

The Thuringian government believes that “employment and labour market participation [...] are the main conditions for comprehensive social participation” (TMMJV 2017: 12). The Land government therefore aims to “create the preconditions, within the framework of the Federal rules and its responsibility at the Land level, to enable everybody, depending on his strengths and weaknesses – and if necessary, with support from existing support tools – to qualify himself for and participate in the labour market” (TMMJV 2017: 12).

Under the heading ‘Employment and labour market’, the Thuringian integration concept of 2017 presents several Land government measures to promote labour market integration, for example professional training for corporate actors to become support workers that support employees with a migration background (TMMJV 2017: 53).

In addition, the integration concept points to the importance of information and counselling services. In particular, it showcases the Welcome Center Thuringia (WCT), which is designed as a central point of contact for foreigners who are interested in working, studying or entering a vocational training in Thuringia. The Center also advises employers who might be interested in providing jobs for this target group. The WCT forms part of the ‘Thuringian Agency for Skilled Personnel Marketing’ (Thüringer Agentur Für Fachkräftegewinnung, ThAFF) and provides initial information on legal framework conditions and addresses of specialised counselling centres (TMMJV 2017: 52).

Hamburg

In Hamburg, ‘Professional success’ is one of the key topics of the integration concept developed in 2017 (BASFI 2017). Within the concept, the Land aims to

improve the labour market integration of long-term residents with a migration background and increase the number of start-ups launched by non-German citizens.

One instrument to achieve these goals is the Head Office for Recognition (Zentrale Anlaufstelle Anerkennung, ZAA), which is funded both by ESF funds and from the Land budget and run by the Diakonisches Werk Hamburg. “The head office provides central advisory and information expertise on the recognition of qualifications and certificates acquired abroad to persons with a migration background, multipliers, businesses and other labour market stakeholders. Residents with a migration background are given individual advice on how educational and vocational degrees and qualifications acquired abroad can be recognised in Germany. They are also provided with information about financial aid opportunities to this regard” (BASFI 2017: 56).

4 Private-sector initiatives for workplace integration

State and civil-society programmes and measures promoting the labour market integration of third-country nationals often focus on improving access to the labour market as such (counselling, recognition of qualifications and job placement). Workplace integration, however, takes place within companies and institutions themselves. That is why these stakeholders have developed numerous approaches and concepts during the last few decades to facilitate the integration of new foreign employees into companies. For reasons of space, this study can only present some examples of integration efforts by individual companies, supporting measures by employers' associations as well as selected projects (Chapter 4.2). The descriptions are based on the most recent manuals, guidelines, company presentations, materials by external services providers (such as consultants) as well as evaluations and research on this study's topic. These materials tend to focus on either opening companies for foreign qualified workers or on ensuring the intercultural opening and diversity-sensitive, anti-discriminatory corporate development as such, without differentiating systematically by countries of origin or residence status. However, the labour market and workplace integration of refugees have become a new focus in the last few years.⁴⁷ The following descriptions will focus on the workplace integration of foreign skilled workers and diversity-sensitive and anti-discriminatory corporate development.

4.1 Overview: The role of companies in the field of labour market integration

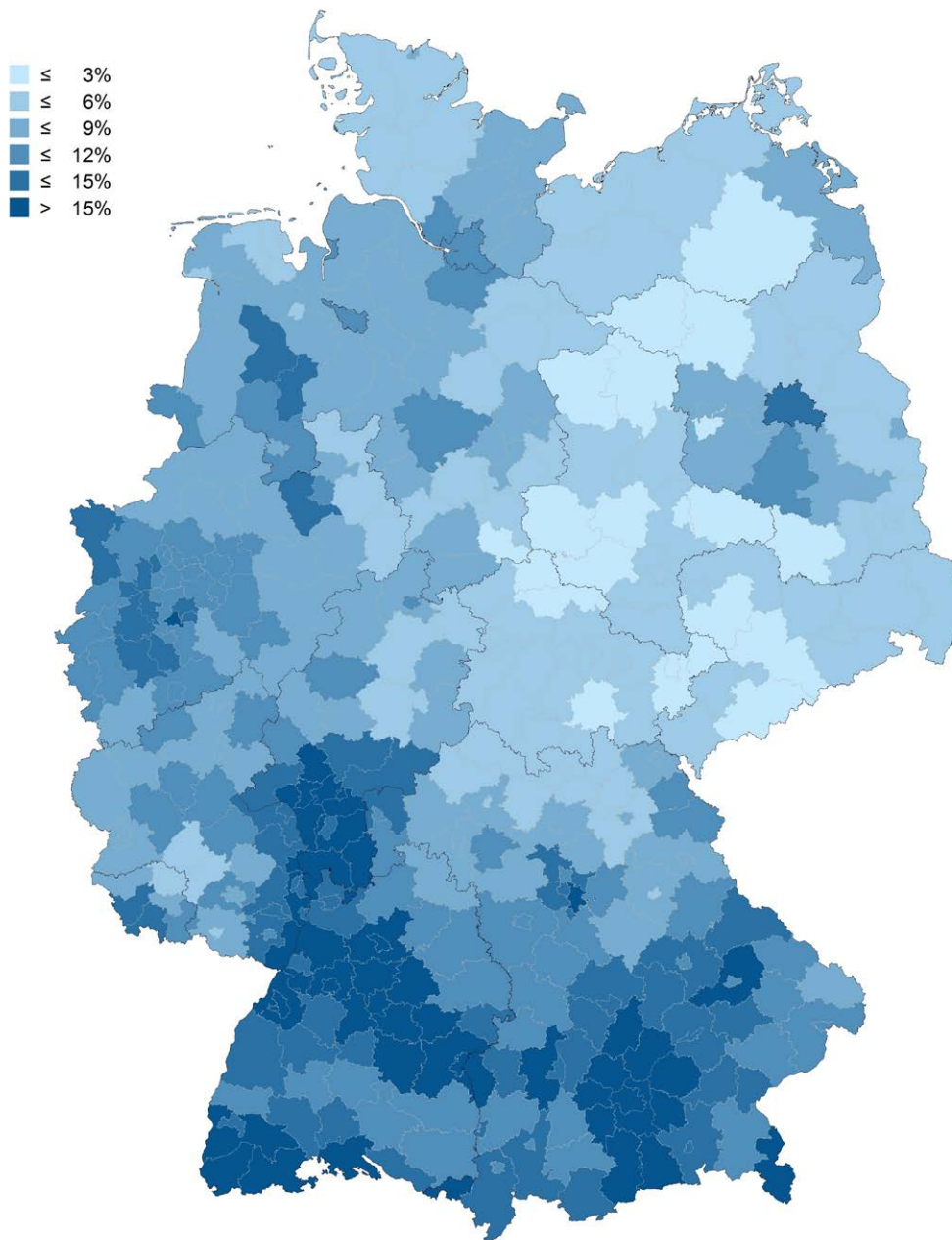
Depending on the region and sector in which they are doing business, companies may find it difficult to find employees to fill vacancies. Recruiting third-country nationals is one of numerous strategies which companies and the public administration use to attract new staff (see Chapter 2.1.2). A survey by the Association of German Chambers of Commerce and Industry shows that, at the beginning of 2010, the share of companies which regard the lack of skilled workers as a risk for their business development amounted to 16%. By the beginning of 2014, it had risen to 37% (DIHK 2014: 8 et seq.), and in the survey conducted in early summer 2018, more than six out of ten companies (61%) from a total of almost 24,000 survey participants answered that the lack of skilled workers would be a risk for their business development (DIHK 2018: 14). A survey by the German Economic Institute conducted in October/November 2017 yielded a similar result, with 47% of the respondents saying that "a lack of skilled workers was a sign of corporate overheating and led to companies being unable to exploit production opportunities" (IW Köln 2017: 10).

Numerous companies and regions have been recruiting foreign staff for years. Others have just started to recruit workers abroad or have not done so until now (Roedenbeck Schäfer 2018b; 2018c). As a result, the share of foreign employees in the total number of employees differs widely depending on the city or district, as a study of the Research Unit on Securing Skilled Labour (Kompetenzzentrum Fachkräftesicherung, KOFA)⁴⁸ has shown for 2016 (see Figure 11).

47 Over the last few years, numerous manuals, studies and practical guidelines concerning the labour-market and workplace integration of refugees have been published. For more information see, for example, the relevant internet pages of the Association of German Chambers of Commerce and Industry (Deutscher Industrie- und Handelskammertag, DIHK) <https://www.unternehmen-integrieren-fluechtlinge.de/>, the non-profit association pro: connect <https://www.proconnect-ev.de/> or publications of Kompetenzzentrum Fachkräftesicherung (KOFA 2017a) or the central office of Charta der Vielfalt (Charta der Vielfalt 2017a).

48 KOFA was launched in 2011 by the German Economic Institute and is supported by the Federal Ministry for Economic Affairs and Energy.

Figure 11: Share of foreign employees in the total number of employees subject to social security contributions by municipalities and districts, 2016



Note: Data contains EU- and third-country nationals; only employees whose jobs are subject to social security contributions; data as of 30 September 2017;

Source: analysis by the Research Unit on Securing Skilled Labour on the basis of data by the Federal Employment Agency, 2018.

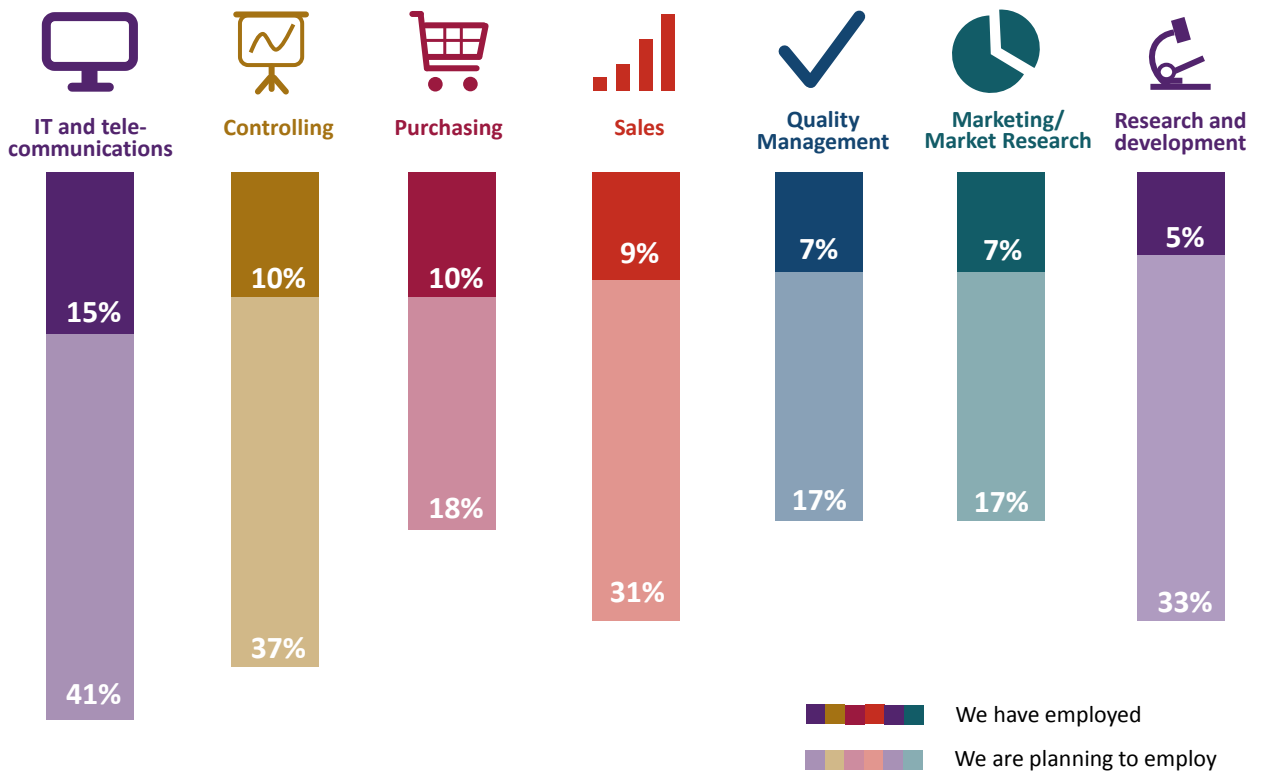
The figure shows that the share of foreign employees is particularly high in Southern and West German Länder and the city states; in some cases it is above 15%.

In addition, the share of foreign employees differs considerably depending on the individual departments within companies. Bitkom, Germany's digital business association, and the online platform LinkedIn organised a survey among 986 German companies in 2016

in order to find out how many companies had already taken on foreign staff, in which departments they had done so and how many companies plan such steps for the future (see Figure 12).

15% of the surveyed companies answered that they already employed foreign staff in the IT and telecommunications departments, ahead of controlling and procurement (10% each), sales (9%), quality management, marketing and market research and research

Figure 12: Share of companies which have taken on foreign employees or plan to do so in the future (by corporate departments, 2016)



Note: The answers encompass EU- and third-country nationals;
Source: Bitkom/LinkedIn 2016, quoted after Rühl 2016.

and development (7% each). Turning to future recruitment plans, the share of companies which are considering international recruitment is rising across all departments. For example, 41% of the surveyed companies said that they planned to employ foreign staff in their IT and telecommunications departments in the future; in controlling, this share was to 37%, in research and development 33% and in sales 31%. 18% of the companies planned to employ foreign staff in procurement, 17% in quality management and marketing and market research (Rühl 2016 and Bitkom/LinkedIn 2016).

The study also asked about the proportion of foreign staff already recruited and about recruitments planned for the future by region of origin, so that a distinction can be made between EU and third-country nationals. In 2016, 12% of the companies surveyed recruited foreign professional and managerial staff from Western European EU countries (e.g. France, the United Kingdom and Belgium), while 53% planned such recruitment. During the same period, 6% of companies recruited from Southern European EU countries (e.g. Greece, Italy, Portugal and Spain), while 62% of companies planned to recruit from these countries. For recruitment from third countries, the highest proportion

(6%) was for countries in the Middle East (e.g. Egypt, Iraq, Iran, Israel, Syria) while 19% of companies stated that they intended to recruit from these countries in the future. In 2016, 3% of the companies already recruited from African countries and 14% of the companies planned to do so. When recruiting from Central and East Asian countries, 2% of the companies recruited and 12% had planned to do so. For South American countries, the proportion of recruited staff was 4% and 7% were planning to recruit from these countries (Bitkom/LinkedIn 2016: 22).

There were clear differences depending on the size of the company. Companies with a workforce of 50 to 499 employees recruited to a much smaller extent during the survey period anyway and then generally from Western European EU countries (10%) and other European non-EU countries (8%; e.g. Norway, Switzerland, Turkey). In 2016, 45% of companies with more than 500 employees had already recruited employees from other non-EU European countries and 23% were planning to do so. However, 25% of the companies also stated that they had already recruited from countries in the Middle East and a further 29% were planning to do so (Bitkom/LinkedIn 2016: 22).

Since experiences concerning the recruitment and workplace integration of foreign staff differ considerably across regions and companies, numerous sector associations have focused on the issue in recent years and tried to help their members in the area of foreign recruitment and workplace integration by providing advice, manuals and organising information events (see BDA 2016a; KOFA 2016, 2017b).

4.2 Examples of workplace integration

The following sub-chapters describe measures which were taken in connection with the recruitment and integration of foreign employees or which are recommended by sector associations, service providers (such as consultants) and manuals or studies for successful workplace integration. They aim to cover a broad range of company types (by size and sector), employment types (such as seasonal employment, mini jobs or jobs for highly qualified workers) and integration issues (training and qualification, enhancement of professional and soft skills, provision of information and counselling, anti-discrimination measures and diversity competence in the workplace, tailor-made measures to improve labour market and workplace integration, incentives to take up work or provide a job).

In this literature two basic aspects are recurrently mentioned which companies should take into account during the procedure. The first is to develop a strategy for the recruitment and workplace integration of foreign employees and never to act without such a strategy (BDA 2016a: 3; Roedenbeck Schäfer 2018a: 21). The second is not to direct measures only at foreign employees, but to involve all stakeholders in the company and the company's environment. These include, for example, the board, the current employees, the foreign employees, regional authorities and the neighbours (BDA 2016a: 11; Roedenbeck Schäfer 2018a: 22; Make it in Germany 2018a). Companies which aim to recruit and integrate foreign staff should in addition be patient and wait "at least three years" before "judging the success or failure of the attempt" (Roedenbeck Schäfer 2018a: 21).

Without a strategy or taking into account certain potential problems, international recruitment and workplace integration might also succeed, however, the probability is higher that the foreign staff leave the company again quite soon (Roedenbeck Schäfer 2018a: 12 et seq.).

4.2.1 Provision of information ahead of and during the recruitment process

Providing sufficient information about working and living conditions in Germany, about the region where the company is situated and about the company itself ahead of and during the recruitment procedure is quite important for the successful workplace integration and retention of foreign workers. In practice, the job description should already include sufficient relevant information.

In addition, there should be enough time to provide necessary information during the job interview. Transparency can help to minimise unrealistic expectations and to reduce feelings of frustration after the arrival in Germany. The Welcome Center Freiburg writes that it may make sense to "offer the new employee a 'look and see trip' to get a first impression of the company, the new colleagues and the location" or offer "a few days of trial employment" (Welcome Center Freiburg – Oberrhein 2015: 10).

4.2.2 Support in everyday life after arrival

Numerous corporate measures for workplace integration focus on life outside work. The goal is to make it easier for foreign staff to feel at home, to avoid potential problems with administrative authorities which might cause distress and overall to increase people's happiness. Support in everyday life may cover a wide range of issues, from having the new employee's driving licence recognised, having their car registered, having them registered for TV and radio broadcast fees or selecting power, telephone and internet providers (Roedenbeck Schäfer 2018a: 118) to helping them register with the registration office and the foreigners authority, find accommodation (see the example below), open a bank account, get enrolled in social security and healthcare insurance, apply for children's benefits, organise childcare and send the children to school or organise public transport tickets and, quite simply, providing information on medical care and pointing out cultural opportunities and options to spend leisure time (BDA 2016a: 35-39). Companies take different approaches in this; they may provide proprietary welcome packages, information folders or internal lexicons with explanations in several languages, or they may task certain members of their staff with helping their foreign colleagues with these issues (see Chapter 4.2.3 on corporate integration officers and mentoring programmes).

Numerous recruitment agencies offer German companies so-called “relocation packages” for workers recruited abroad. For a pre-arranged price, these packages may include several services, such as help with entry formalities (visa, documents, authorities), with finding and renting accommodation, pointing out leisure and cultural offers or mentoring or buddy programmes (see the companies in Infobox 1). Employees of such recruitment agencies and as well as corporate relocation officers can enrol in a training programme developed by DIHK-Bildungs-GmbH in cooperation with the Federal Office for Migration and Refugees and other stakeholders and become a certified ‘Relocation Manager (IHK)’. “Participants will take 98 lessons in five modules and gain in-depth knowledge about the legal framework conditions which govern employment and relocation. They learn how the new staff and their families can deal with the challenges of everyday life in Germany, find out what optimal workplace integration looks like and learn about suitable methods to achieve it” (DIHK-Gesellschaft für berufliche Bildung 2018).

Maja Roedenbeck Schäfer, who runs the career portal of Diakonie Deutschland and is the editor of a manual for international recruitment in the social and health-care sectors, points out that, if companies do not avail themselves of such relocation packages, they should take into account that newly recruited “migrant workers [...] may possibly need financial support, advances or provisions in kind until their first wage is paid” (Roedenbeck Schäfer 2018a: 118 et seq.).

Initial accommodation and help in finding housing

Finding accommodation is often difficult for foreign employees, be it because flats are scarce anyway in the relevant region, be it because landlords are sceptical due to the employees being in a probationary period and/or in a temporary job, or be it because communication is difficult due to language barriers or landlords having prejudices against migrants or not wanting them as tenants. These factors may reinforce each other just after the arrival of foreign employees.

One possible solution is that the company or the services providers to whom it has outsourced this task rent flats for the first few months after the new employees’ arrival. However, employees’ needs may differ considerably, and different types of accommodation have their own sets of advantages and disadvantages: “If, for example, you recruit a group of six skilled workers from a given country and accommodate them together, the group members will tend to stick together and be less interested in getting contact to Germans. If, on the other hand, only individuals arrive or you accommodate the group members separately, they may suffer from homesickness and loneliness. Some employees prefer to accommodate their new staff in groups of two [...]. Host families may be an alternative for the first few weeks or for the length of a company visit or internship and may [...] shoulder part of the ‘welcoming tasks’” (Roedenbeck Schäfer 2018a: 116 et seq.).

Infobox 1: Company example – recruiting team

In 2015, InnoGames GmbH was one of the companies which received the “Success in Diversity” award, which is supported by the Federal Ministry for Economic Affairs and Energy. The Hamburg-based company develops and runs online games. At the time, it had 350 employees from 30 countries and had its own recruiting team “which assists its international staff at all stages – from the first contact to their arrival at the company, each international staff member has his or her personal mentor. The formalities surrounding visas, immigration and recruitment are handled on a case-by-case basis. After his or her arrival in Germany, a flat belonging to the company is put at the disposal of the staff member. What’s more, a relocation partner takes care of finding further accommodation and helps in the search for nurseries or schools, for example” (Make it in Germany 2018b).

Infobox 2: Company example – welcoming culture

One of the companies which won the “Success in Diversity” awards in 2013 provides a good example of successful accommodation support. HBS Elektrobau GmbH, an electricals company from Thuringia, employed 318 staff and 17 international apprentices at the time. It bought a building and refurbished it with single and double rooms which it makes available to both foreign and German staff (Make it in Germany 2018c).

4.2.3 Integration officers and mentoring programmes

Fixed contact persons in companies

Several publications and publicly available interviews with corporate and human resources executives⁴⁹ stress the importance of having at least one fixed contact person for foreign staff within a company, which takes care not only of human resources issues, but also of legal issues (such as dealings with the authorities) and social issues (such as pointing out potential leisure activities). These contact persons may be called “integration officers” (KOFA 2018; Roedenbeck Schäfer 2018a: 29), “integration coaches” or “integration assistants” (Weiterbildungsfinder 2018). They often work alongside the responsible human resources officer. By now, numerous training providers offer seminars for corporate integration officers. The Chambers of Industry and Commerce also offer a training programme which was developed jointly with the Federal Office for Migration and Refugees and helps its participants become a certified ‘corporate integration manager’ (see IHK Potsdam 2018).

It is important to note the distinction between integration officers on the one hand and anti-discrimination and diversity officers on the other (see Chapter 4.2.5) and between integration officers and mentoring programmes within the workforce (see below).

Mentoring programmes

Numerous companies pair their new foreign staff up with experienced workers for a certain period of time (for example the probationary period, the internship or the first year of employment). These mentors, ‘buddies’, tandem partners or initial supporters serve as “person of trust [...] in case of initial problems” (IQ Netzwerk Brandenburg 2016: 1) and help to “pass on informal rules and integrate the new staff in the team” (KOFA 2016: 7). A number of private and trade-union-run training providers offer training opportunities for mentors.

49 A series of videos of the winners of the welcoming culture award given out by the Federal Ministry for Economic Affairs and Energy can be found on the internet site <https://www.make-it-in-germany.com/de/fuer-unternehmen/unterstuetzung-finden/willkommenskultur-im-unternehmen> (6.6.2018).

Infobox 3: Company example – fixed contact person

SPS Schiekkel, a service provider for the chemical plant engineering sector, is one company which has introduced a fixed contact person. This company, too, won a “Success in Diversity” award in 2015. Back then, the company employed 110 staff at Dohna, Saxony, and took on a bilingual integration officer (German and Spanish) who helped the Spanish employees which the company had recruited to “get familiarised with the business structures and get settled socially” (Make it in Germany 2018d). Company manager Peter Schiekkel pointed out that “we have learned that not only work and accommodation are important, but also the family and the social environment, and that is how we have been able to retain our skilled staff” (Make it in Germany 2018d).

4.2.4 Company-specific qualification and training measures

In addition to company-based or profession-specific language courses⁵⁰, which numerous German companies offer to their foreign staff as a complement to the courses provided by the ESF and the Federal Office for Migration and Refugees and the vocational German language promotion courses (see Chapter 3.2.2), many companies organise bridge training, recognition, vocational training and additional qualification training courses. In those regulated professions in which⁵¹, which require the recognition of professional qualifications before applicants may work in the profession or use the job title (see Chapters 2.2.2.2 and 3.2.1), such additional qualification measures are mandatory, if the equivalence examination found the existing qualifications to be not equivalent to German qualifications (BQ-Portal n.d.). Some companies offer in-house training or internal bridge training courses (above all in the healthcare sector), which may be based on practical training. Not in all cases they are sufficient to arrive at the necessary qualification, which is why there may be

50 Other companies may decide to switch to English as a corporate language, be it for the company as a whole or in certain departments, and thus to minimise language barriers (see Make it in Germany 2018e).

51 The regulated professions include medical doctors, nurses, lawyers, teachers, kindergarten teachers and engineers. A complete list of regulated professions is available on the internet site of the Federal Employment Agency: <https://berufenet.arbeitsagentur.de/berufenet/faces/index?path=null/reglementierteBerufefeb> (12.4.2018).

additional “theory courses and an examination of theoretical knowledge” (Roedenbeck Schäfer 2018a: 26).

Small companies in particular may find it difficult to organise special qualification measures. For this reason, it may make sense to establish regional or sectoral recruitment and workplace integration networks and to jointly retain a recruitment agency or to create and exchange experiences and thus further develop international recruitment and workplace integration (Roedenbeck Schäfer 2018a: 28).

4.2.5 Diversity management and anti-discrimination efforts

Numerous advisory manuals and leaflets published by employer and employee associations, by official institutions (such as Federal Anti-Discrimination Agency, the Federal Government Commissioner for Migration, Refugees and Integration or the Federal Employment Agency) or by other members of civil society (such as migrant organisations or anti-racism initiatives) regard raising awareness of diversity-related issues in companies and authorities, creating a ‘welcoming culture’, offering anti-discrimination trainings and introducing diversity and anti-discrimination officers as important measures for ensuring the workplace integration and content of (new) foreign staff and German employees with and without migration backgrounds. One of the most prominent corporate initiatives in this field is Charta der Vielfalt (English: Charta of Diversity).

Charta der Vielfalt

Charta der Vielfalt is based on an initiative launched by four companies back in 2006. In 2010, eleven companies established the association ‘Charta der Vielfalt e.V.’, which currently has 24 members⁵². In addition, the Federal Government Commissioner for Migration, Refugees, and Integration is a member of the association’s board. As of June 2018, more than 2,900 companies and institutions with a total of more than 9.4 million employees had signed the Charter (Charta der Vielfalt 2018a). Companies and institutions which sign the Charter take on individual, institutional and social/cultural commitments.

Infobox 4: Company example – bridge training

Diakonie Neuendettelsau, which, with 200 institutions and a workforce of 7,800, is “one of the largest Diakonie organisations in Germany” (Diakonie Neuendettelsau 2018), is a good example for corporate bridge and additional training. Diakonie Neuendettelsau recruited six Vietnamese nurses in the framework of a project and developed several qualification measures for them.

The recruitment project coordinator reports on this experience in a manual: “There is a significant gap between German old-age care standards and the know-how of foreign staff, as old-age care is – even to a larger extent than hospital care – more about hygiene, bedding and taking care of residents and less about medical work. This was also true for our Vietnamese colleagues. While they were perfectly able to measure blood sugar, they did not know much about dealing with dementia. And this is not part of the official bridge training either, which aims to arrive at a legal recognition of their qualification. We organised special monthly trainings to teach them about issues such as this. The rest is ‘learning by doing’” (Roedenbeck Schäfer 2018a: 41). The ‘bridge training scheme for foreign nurses in old-age care’ consists of 240 theoretical lessons and “practical lessons combined with theoretical information” (Diakonie Neuendettelsau 2018b: 4). The organisation puts the bridge training expenses at EUR 1,670 per capita and the total recruitment costs at EUR 11,500 per capita. This total includes bridge training, providing accommodation, support for the new staff, advance expenses, flight tickets, project coordination expenses and a sum for unforeseen expenses (Diakonie Neuendettelsau 2018b: 13).

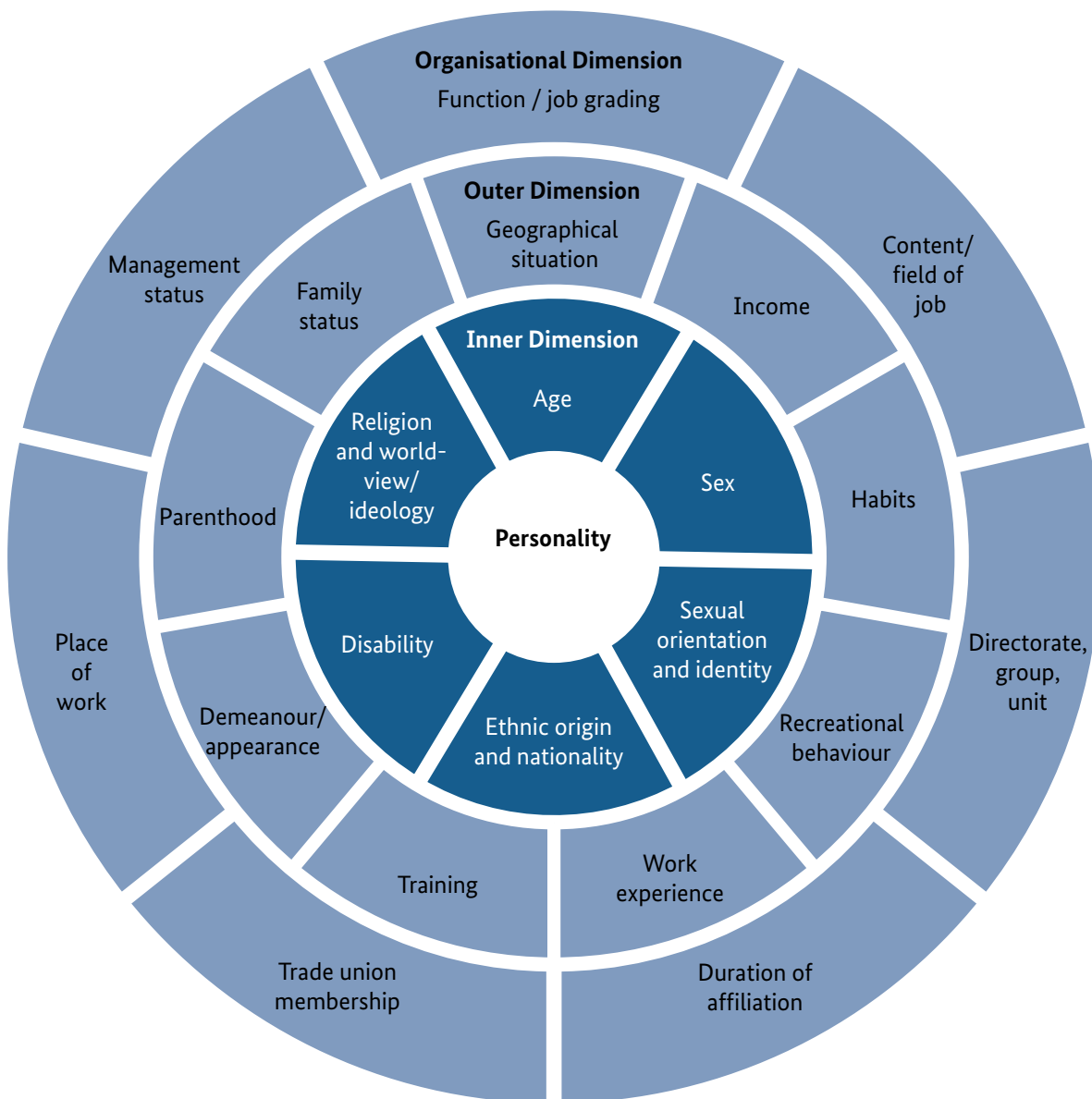
During a second round of the recruiting project, Diakonie Neuendettelsau now plans to use the Vietnamese nurses as mentors for new arrivals (Roedenbeck Schäfer 2018: 126). Moreover, it is preparing an additional training scheme to allow the international staff to get a qualification as shift leaders (Diakonie Neuendettelsau 2018b: 16).

⁵² Adidas, Allianz, BASF, Bayer, BMW, Boehringer Ingelheim, BP, Commerzbank, Daimler, Deutsche Bahn, Deutsche Bank, Deutsche Post DHL Group, Deutsche Telekom, EY, GE, Henkel, innogy, Metro, Novartis, Osram, Sanofi, SAP, Siemens and Volkswagen.

The signatories commit themselves “to

- „1. fostering a corporate culture characterised by mutual respect and appreciation of every single individual. We seek to create conditions such that everyone (superiors and co-workers) respects, practices and acknowledges these values. This will require explicit support from leaders and superiors.
2. validating and ensuring that our human resource processes are compatible with the diverse competencies, abilities and talents of our employees, as well as with our own performance standards.
3. recognising the diversity of society inside and outside our organisation, appreciating the intrinsic potential residing in it, and endeavouring to utilise it profitably for our business or organisation.
4. ensuring that the implementation of the Charter will be a subject of internal and external communication.
5. publicizing on an annual basis our own activities and progress in promoting diversity.
6. and keeping our own employees and colleagues informed about diversity and actively involved in implementing the Charter” (Charta der Vielfalt 2018b: 6).

Figure 13: Diversity dimensions



Source: free adaptation of Gardenzwartz and Rowe: ‘4 Layers of Diversity’, after Charta der Vielfalt 2018c.

Diversity, as defined by the Charta, consists of several ‘diversity dimensions’, with ethnic origin, nationality, religion and beliefs being only some dimensions out of many others, which can be attached not only to the individual, but also to internal, external and organisational ‘diversity dimensions’ (see below; Charta der Vielfalt 2018c).

The numerous dimensions already suggest that the Charter’s approach does not only aim to emphasise differences and diversity, but also to find instances of common ground between the employees. Small, medium and large companies as well as the public sector, associations, federations and trusts are encouraged to implement active diversity management, with specific strategies and measures being recommended for each different type of stakeholder (Charta der Vielfalt 2018d). This helps to ensure that companies remain attractive to qualified staff, that they are able to respond to and exploit social and economic trends and that they can achieve “better results in the area of problem resolution as well as research and development” (Charta der Vielfalt 2018d). Diversity management measures “also work inside the organisation by increasing the satisfaction, loyalty and ultimately the performance of managers and employees” (Charta der Vielfalt 2018d).

Since 2014, 5 June of each year has been ‘Diversity Day’. On that day, the companies and institutions which have signed the Charter “present their diversity commitment to the public” (Charta der Vielfalt 2018e). In 2017, more than 440 companies and institutions organised more than 1,300 events. In addition, there is an annual diversity conference with more than 300 participants (Charta der Vielfalt 2018e). However, a study for the 10-year anniversary of the Charter also found that two-thirds of all German companies had not taken any diversity management measures by that date. In contrast, 81% of those who had signed the Charter had done so (Charta der Vielfalt/EY 2016: 13).

Companies and authorities implement the Charter’s goals in terms of workplace integration of foreign staff to a different extent and use a large range of measures to do so.

Welcoming culture

One of the key measures is establishing a ‘welcoming culture’ in the company, which may include welcome programmes for several days after arrival, welcome celebrations, information folders or team-building measures to help employees to get to know each other (Make it in Germany 2018d). Several associations

have published manuals and guidelines on this issue (for example BDA 2016a and 2016b: 34; KOFA 2016).

Diversity and anti-discrimination training

Companies may offer diversity and anti-discrimination training for their managers and employees, which may target both the current staff and the new international employees (Make it in Germany 2018f). In the study for the 10-year anniversary of Charta der Vielfalt 73% of the companies which had not signed the Charter and 65% of those which had done so claimed that ‘diversity trainings for managers’ helped to reduce resistance against diversity management (Charta der Vielfalt/EY 2016: 43). With regard to employee trainings, approx. 50% of both categories of companies claimed that they were helpful to overcome resistance to diversity management (Charta der Vielfalt/EY 2016: 43).

Diversity and anti-discrimination officers

Another potential measure, which can also help to anchor diversity and anti-discrimination offers within the company, is to create a diversity body or working group and/or establish a diversity and anti-discrimination officer, who can kick-start initiatives and serve as a point of contact in case of discrimination-related conflicts (Charta der Vielfalt/EY 2016: 14). Anchoring the issue by creating a body and/or contact point within an organisation is regarded as important because there might otherwise be a danger that managements pay only “lip service” and use “well-sounding rhetoric” in the area of diversity management. “The issue will gain importance if clear responsibilities are defined and a specific body regularly puts the issue on the agenda. This body may be a strategic working group, a cross-cultural working group or any other group, depending on the company’s structure. Once a body or working group is established, its functions should be bindingly agreed upon, as should be any follow-up measures. This includes deciding on the frequency and goals of any meetings of the group. In addition, the financial resources and the amount of time employees can spend on work for the group should be spelled out, and the company should decide whether it shoulders training expenses, including potential travelling expenses” (Dälken 2015: 39).

5 Conclusion

Labour market integration is an issue for several areas of German law (residence law, labour law, social security law etc.). The provisions on active labour market policy contained in the Second and Third Books of the Social Code play a key role. They aim to get unemployed, including third-country nationals that fulfil the access requirements, back into employment. In addition, the Residence Act contains provisions on Federal measures to promote labour market integration, for example job-related language training (Section 45a of the Residence Act). Responsibilities and competences for integration policy and administration are spread across all levels of the Federal, political and administrative system. In the political arena, labour market integration predominantly comes under the remit of the Federal Ministry of Labour and Social Affairs and indirectly the Federal Ministry of the Interior, Building and Community, the Federal Ministry of Education and Research, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth and the Federal Ministry of Economic Affairs and Energy as well as the responsible Land ministries. The operative responsibility rests with the Federal Employment Agency, its regional Directorates and the employment agencies/job centres. The Federal Office for Migration and Refugees co-ordinates and provides vocational German language promotion; it commissions private and public organisations to run the courses.

The Federal Government believes that improving migrants' labour market integration is a key issue of integration policy and considers this as part of its long-term strategy to secure the supply of skilled labour.

Current status of the labour market integration of third-country nationals

Looking at the labour market participation of third-country nationals as a whole, this still lags behind overall participation in the labour market. Although the number of third-country nationals in an employment subject to social security contributions grew significantly between 2014 and 2017 (from 1,205,295 in 2014 to 1,532,075 in 2017), the employment rate fell in the same period due to the increased immigration of third-country nationals (from 43.4% in 2014 to 40.7% in 2017). The unemployment rate of third-country nationals remained relatively constant over the same period (19.2% in 2014 and 20.2% in 2017) and was well

above the overall rate (7.5% in 2014 and 6.3% in 2017). Both the employment rate and the unemployment rate are largely impacted by the high level of asylum-related migration, which rose sharply in the same period: while in 2014 only 5.6 % of third-country nationals employed subject to social insurance contributions held the nationality of one of the eight non-European countries of origin of asylum-seekers with the highest immigration numbers (see Chapter 2.3.2.2), this proportion rose to 10.2 % by 2017 (an increase of approx. 90,000 persons). A similar development can be seen in unemployment: while in August 2014 about 58,000 persons with the nationality of one of the eight non-European countries of origin with the highest immigration numbers were registered as unemployed, this figure had risen by about 138,000 persons to about 196,000 by August 2017.

Official measures

In addition to the provisions governing active employment promotion measures (Books Two and Three of the Social Code) there are numerous government measures to improve third-country nationals' chances to enter the labour market. They focus, for example, on education and training, strengthening job-related competences and soft skills, information and advice, anti-discrimination and diversity measures at the workplace, tailor-made measures to improve labour market and workplace integration, incentives to take up work or provide a job and measures to support self-employment.

Challenges in terms of labour market integration

The labour market participation of third-country nationals has been below the average for years, as lower employment and higher unemployment rates show. There are several explanations of this fact, for example "insufficient or outdated professional experience, insufficient knowledge of the German labour market and its structure, real institutional or subjectively perceived discrimination and crowding-out effects in the labour market" (Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration 2016: 172), lower professional qualifications (on average) and the fact that "a larger number of foreigners work in the secondary sector, which is affected to a larger extent by structural change" (BA 2018e: 39). The official la-

bour market integration measures described in this study often aim to create a level playing field in terms of labour market access.

Private-sector measures

International recruitment is one of numerous recruitment strategies of German companies. According to surveys, the share of companies which will consider international recruitment is going to rise considerably in the future. Numerous companies, corporate associations and service providers have launched a number of measures that complement state and civil-society organisations to ensure better and sustained workplace integration. Concrete measures are providing sufficient information about living and working conditions in Germany, about the company's location and the company itself, offering help concerning the entry formalities (for example applying for a visa), offering day-to-day support after the arrival, for example by helping the new colleagues in dealing with authorities, finding accommodation or organising childcare, establishing integration officers and/or mentoring programmes in the company, offering company-specific qualification and training or introducing diversity management and anti-discrimination measures.

Challenges in terms of workplace integration

Workplace integration may run into potential hurdles related the international recruitment, integration and long-term retention of third-country nationals. Beyond insufficient preparation for living and working in Germany (Roedenbeck Schäfer 2018a: 25), foreign employees may be separated from their partners or children or the latter may not like living in Germany. One solution is for companies to find out whether they "can offer family members a job as well or support them in finding a job" (KOFA 2016: 9).

Moreover, a rising number of empirical studies have shown that applicants with a migration background are subject to discrimination when they enter the labour market or look for a new job (see, for example, Kaas/Manger 2010; Schneider/Yemane/Weinmann 2014; Koopmans/Veit/Yemane 2018)⁵³. According to these studies, discrimination by employers stems from unconscious associations, stereotypes, a preference for the group which employers themselves belong to, expectations and risk perceptions (which may, in part, be based on reservations) (Schneider/Yemane/Weinmann

2014: 4; Koopmans/Veit/Yemane 2018: 36). Diversity management and anti-discrimination measures are two strategies which some companies use to counteract these processes.

⁵³ The studies do not differentiate by nationality, which is why it is impossible to make any statements about discrimination of third-country nationals on the labour market.

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List of Abbreviations

Abbreviation	German	English
Approx.		Approximately
ASMK	Konferenz der Ministerinnen und Minister, Senatorinnen und Senatoren für Arbeit und Soziales	Conference of Ministers and/or Senators for Labour and Social Affairs
AZR	Ausländerzentralregister	Central Register of Foreigners
BA	Bundesagentur für Arbeit	Federal Employment Agency
BAMF	Bundesamt für Migration und Flüchtlinge	Federal Office for Migration and Refugees
BiBB	Bundesinstitut für Berufsbildung	Federal Institute for Vocational Education and Training
BMAS	Bundesministerium für Arbeit und Soziales	Federal Ministry of Labour and Social Affairs
BMBF	Bundesministerium für Bildung und Forschung	Federal Ministry of Education and Research
BMFSFJ	Bundesministerium für Familie, Senioren, Frauen und Jugend	Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
BMI	Bundesministerium des Innern, für Bau und Heimat	Federal Ministry of the Interior, Building and Home Affairs
BMWi	Bundesministerium für Wirtschaft und Energie	Federal Ministry of Economic Affairs and Energy
BQFG	Berufsqualifikationsfeststellungsgesetz	Professional Qualifications Assessment Act
CDU	Christlich Demokratische Union Deutschlands	Christian Democratic Union
CSU	Christlich-Soziale Union in Bayern	Christian Social Union
DeuFöV	Verordnung zur berufsbezogenen Deutschsprachförderung	Ordinance on German Language Support for Professional Purposes
DeZIM	Deutsches Zentrum für Integrations- und Migrationsforschung	German Centre for Integration and Migration Research
DGB	Deutscher Gewerkschaftsbund	German Trade Union Federation
DIHK	Deutscher Industrie- und Handelskammertag	Association of German Chambers of Commerce and Industry
DIW	Deutsches Institut für Wirtschaftsforschung	German Institute for Economic Research
DTZ	Deutsch-Test für Zuwanderer	German language test
DVV	Deutscher Volkshochschulverband	German Adult Education Association
EC		European Community
EEA		European Economic Area

EMN	Europäisches Migrationsnetzwerk	European Migration Network
ESF	Europäischer Sozialfonds	European Social Fund
Et al.		Et alia (and more)
Et seq.		Et sequentes (and the following (pages))
EU	Europäische Union	European Union
e. V.	Eingetragener Verein	Registered Association
FIS	Fördernetzwerk Interdisziplinäre Sozialpolitikforschung	Interdisciplinary Social Policy Research Funding Network
GIZ	Gesellschaft für Internationale Zusammenarbeit GmbH	German Society for International Cooperation
IAB	Institut für Arbeitsmarkt- und Berufsforschung	Institute for Employment Research
Ibid.		Ibidem (there)
ICT		Intra-Corporate-Transfer
IHK	Industrie- und Handelskammer	Chamber of Commerce and Industry
ILO	Internationale Arbeitsorganisation	International Labor Organization
IMAG	Interministerielle Arbeitsgruppe	Inter-Ministerial Working Group
IMK	Ständige Konferenz der Innenminister und -senatoren der Länder	Permanent Conference of Ministers and Senators for the Interior of the Länder
IntMK	Integrationsministerkonferenz	Conference of Integration Ministers
IPS		International Personnel Service
IQ	Integration durch Qualifizierung	Integration through Qualification
ISG	Institut für Sozialforschung und Gesellschaftspolitik	Institute for Social Research
IW	Institut der deutschen Wirtschaft	German Economic Institute
KAUSA	Koordinierungsstelle Ausbildung und Migration	Coordination Office Vocational Training and Migration
KOFA	Kompetenzzentrum Fachkräftesicherung	Research Unit on Securing Skilled Labour
n.d.		No date
NGO		Non-Governmental-Organization
NRW	Nordrhein-Westfalen	North-Rhine Westphalia
OECD	Organisation für wirtschaftliche Zusammenarbeit und Entwicklung	Organisation for Economic Co-operation and Development
REG		Return Expert Group
SME		Small- and medium-sized enterprise

SOEP	Sozio-ökonomisches Panel	Socio-Economic Panel
SPD	Sozialdemokratische Partei Deutschlands	Social Democratic Party
Subs.		Subsection
SVR	Sachverständigenrat deutscher Stiftungen für Integration und Migration	Expert Council of German Foundations on Integration and Migration
ThAFF	Thüringer Agentur Für Fachkräftegewinnung	Thuringian Agency for Skilled Personnel Marketing
Vs.		Versus (as opposed to)
WCT		Welcome Center Thuringia
WZB	Wissenschaftszentrum Berlin für Sozialforschung	Berlin Social Science Center
ZAA	Zentrale Anlaufstelle Anerkennung (Hamburg)	Head Office for Recognition
ZAV	Zentrale Auslands- und Fachvermittlung	International Placement Services
ZDH	Zentralverband des deutschen Handwerks	German Confederation of Skilled Crafts

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