



**I.Ref.SoS**



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## List of Abbreviations

BA	Federal Agency of Employment <i>Bundesagentur für Arbeit</i>
BAB	Vocational Training Financial Support <i>Berufsausbildungsbeihilfe</i>
BAföG	Federal Law on Training Financial Aid <i>Bundesausbildungsförderungsgesetz</i>
BAMF	Federal Office for Migration and Refugees <i>Bundesamt für Migration und Flüchtlinge</i>
BBiG	Vocational Training Act <i>Berufsbildungsgesetz</i>
BGJ	Basic Vocational Training Year <i>Berufsgrundbildungsjahr</i>
BOJ	Vocational Orientation Year <i>Berufsorientierungsjahr</i>
BvB	Vocational Preparatory Measures <i>Berufsvorbereitungsmaßnahmen</i>
BVJ	Vocational Preparatory Year <i>Berufsvorbereitungsjahr</i>
BOP	Vocational Orientation Programm <i>Berufsorientierungsprogramm</i>
EQ	Entry Qualification <i>Einstiegsqualifizierung</i>
HWK	Chaber of Crafts <i>Handwerkskammer</i>
IHK	Chamber of Commerce and Industry <i>Industrie- und Handelskammer</i>

## Foreword

Integration into the labour market of refugees and migrants is an individual process lead and controlled by legal, institutional and bureaucratic frameworks. On the one hand, labour market integration depends on the dispositions of the individual, his or her prior qualification, influence of relatives (e.g. parents), motivation, learn experience, etc. On the other hand, immigration law, access requirements for educational institutions, skills shortages and job requirements shape the path into the labour market. Thus, labour market integration is a process strongly shaped by formal framework conditions. In comparison, work place integration in the company is a predominantly social process. Of course, the process of labour market integration goes along with social integration, not at least through the acquirement of cultural knowledge about the host country, meeting new neighbours and social interaction in everyday life.

However, the focus in the context of the I.ReF.SoS-Project lies on the procedure of labour market integration. Hence, the guideline is based on proved measures in integration over many years as well as on practical experience reports of integration processes and interviews. At this point, we would like to thank all interview partners and especially the company LAPP in Stuttgart.

The guideline on hand address mainly young refugees and combines experiences from the field with concrete information about institution, measures and legal frameworks. Hence, the guide contains many offers that have to be selected individually with the advice of the employment office or integration coaches. This fact is also reflected in the experience of a DEKRA coach. He said in an interview: There are many ways for labour market integration. You cannot just say you are doing this and that. You have to look at everything. The individual emphasizes are then very different.

Both, scientific research and the experiences from the field lead to an overall process of labour market integration illustrated in Figure 1.

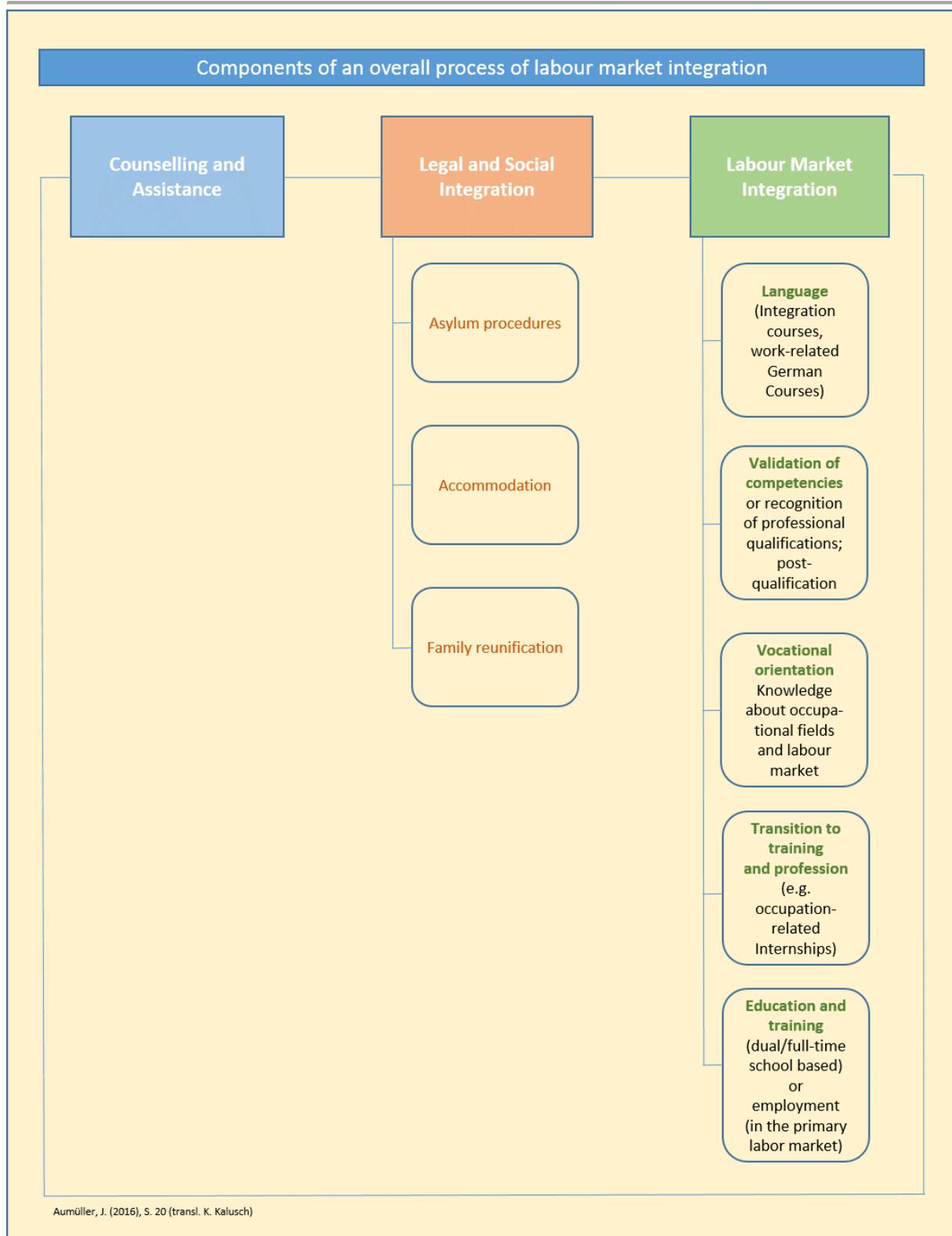


Figure 1: Components of an overall process of labour market integration

As in the project application mentioned, finding a job or training is very difficult for young refugees. Therefore, the integration guideline on hand is mainly addressed to the refugee

and migrants. However, also employers, Human Resource Managers and other persons involved in labour market integration will have benefit from the guideline. Detailed information about integration procedures and experiences from experts and migrants will reduce uncertainties and strengthen the decision making process.

The structure of the integration guideline on hand follows the components of the overall integration process (Figure 1). A chapter about criteria of work place integration supplements the guideline.

## 1. Introduction

In Germany, there are 326 recognized apprenticeship trades and an incredible number of 19,000 academic degree programs offering a wide range of educational opportunities. When planning to start a career in Germany, it is important to decide between these options. Therefore, you should first ask yourself honestly: What would like to do? What am I good at? Then you can look for a suitable educational opportunity: What profession is eligible for me? Do I fulfil all the requirements? What training is needed and what training opportunities do I have? Whether you may consider an apprenticeship or an academic degree depends strongly on the respective admission requirements. In addition, the German system of the training and employment market with its special regulations and framework conditions must be observed. To this end, this text will provide some information to facilitate a selection and to provide an overview of the educational opportunities and the respective preconditions and framework conditions.

Then of course, beyond one's own interest, the opportunities on the job market are also of interest. The discussion about the need for skilled workers and the shortage of skilled labour in Germany is led by the demographic change, i.e. the aging of the population with a simultaneous decline of the labour force on the one hand and the relative strength of the labour market with high employment and a high potential of the labour force on the other hand. For the first time in 2017, the number of people in employment stood at over 45 million, not least because of the increased numbers of refugees and immigrants from EU Member States who have already been integrated into working life. Long-term calculations of the Federal Statistical Office (*Destatis*), however, impressively demonstrate that the labour force potential will continue to decline. Even if the participation of women and older people, for example, continues to increase beyond the previous standard retirement age.

The German labour market is divided into a company-internal, occupational and external element (tripartite division of the labour market). The **external labour market** is characterized by high turnover and mobility, insecure jobs, low pay, scarcity of career opportunities and poor working conditions. Special knowledge and qualifications are not required, there is a

strong competition among the providers, and the control instrument of this sector is the payment rate. Especially women and low skilled workers are employed in this area.

Anyone who is interested in a **helper job** (*Helferberufe*) on the external labour market certainly has competition in the job market: 1.2 million unemployed people are looking for a job in the area of help, while only 120,000 suitable jobs have been registered with the Federal Employment Agency (BA).<sup>1</sup> Indeed, the competition among migrants in the field of helper jobs is very high, says Prof. Herbert Brücker in an interview<sup>2</sup>. In particular, refugees are in an unfavorable position, because they did not leave their country on a voluntary basis. Hence, they are less well prepared for a labour market access, which is often reflected in their lower command of German language in comparison to other migrants.

Which skills are particularly advantageous for an application in this segment is shown by a project funded by the Federal Ministry of Education and Research, which examined job advertisements from sectors with a comparatively high proportion of low-skilled employees: hospitality, cleaning, transport / warehousing and production.

Access to **occupational sub-labour markets** in Germany is strongly regulated by qualification certificates. Within a sub-labour market, the payroll mechanism controls the allocation of work, as the requirements and qualifications are largely standardized. On the other hand, there are high mobility barriers between the occupational labour markets, since a change entails high training or retraining costs. The jobs of this sector are mainly in smaller companies and the crafts sector. Labour demand is closely linked to the operating result.

On average, about every third company (35.1 percent) explicitly states that adequate language skills are required. All subsequent employees must be able to understand work instructions, observe safety regulations or react appropriately to questions from customers. In addition, the mobility of employees has an important role to play in the area of help: over one-third of companies wish or require a driver's license from their employees. Especially with cleaning staff (41.1 percent) and production aids (44.2 percent), the possession of a driving license is often assumed.<sup>3</sup>

Above all, company-specific qualifications are taught in the **company-internal labour market**. Access is also regulated by qualification certificates. The specific human capital formed is generally only usable in the relevant company structure. Correspondingly, mobility is primarily geared to internal job changes and advancement, and to the outside it is low. The allocation of work is predominantly based on institutional agreements, collective bargaining agreements, seniority rights, etc. The wage competition is largely out of force. The jobs of the internal segment are in capital-intensive large companies.

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<sup>1</sup> Schäfer 2017.

<sup>2</sup> Interview with Prof. Herber Brücker. <http://www.bpb.de/gesellschaft/migration/kurzdosiers/261490/effekte-der-flucht-migration-interview-mit-prof-dr-herbert-bruecker?p=all>

<sup>3</sup> Hammermann, Andrea / Stettes, Oliver, 2016.

The low-skilled workers of the unstable external sector have the highest access risk of unemployment. Their job replacement chances depend on the need for semi-skilled and unskilled workers (depending on the economy and technical change) and their market wages. If there is oversupply in the external sector, it can hardly be compensated by switching to other segments.

Due to their high human capital investment, the workforce of the internal sector has only a low risk of becoming unemployed but at the same time a high risk of remaining unemployed. Here, as in the case of the human capital theory, it is argued that the company-specific qualifications and high wage expectations of these workers would make re-employment more difficult.

According to this, skilled workers from abroad are still needed and will continue to be needed on the German labour market. This however, is only true for skilled labour, as the demand for unskilled labour remains low as shown above. Participating in a training is thus a promising way of starting a career in Germany. However, the number of refugees participating in dual training is still low (around 22,100 in 2017)<sup>4</sup>. One of the reasons may be a lack of knowledge about the German training system and support opportunities.

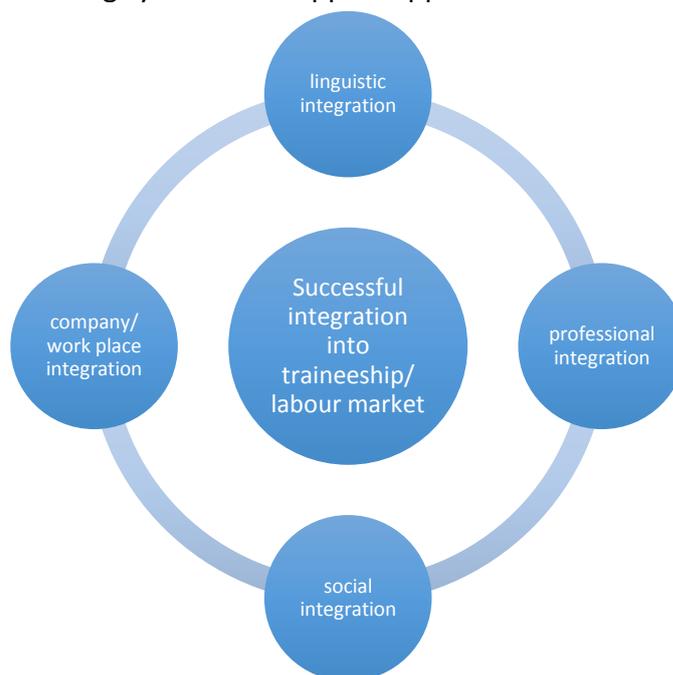


Figure 2: Successful integration into dual training/labour market (own illustration)

The successful integration into an education or into the labour market is crucial to start a professional career in Germany. It depends on technical (professional) integration, linguistic integration, integration into the company as well as social integration. This text is intended to facilitate this integration by providing information on structures and institutions as well as support opportunities.

<sup>4</sup> see Dionisius / Matthes / Neises 2018.



How to use this text: The text is based on experiences from the field and structured to provide you with information depending your educational status – it is meant to be a guide on your voyage towards professional integration. It starts out with the legal preconditions for entering the German formal labour market. It then continues with information on how to enter training or how to get your foreign training certificates recognized.

These orange boxes will provide you with further information on relevant institutions you will come across on your way into the German labour market and the role they play in the integration process.

**Federal Employment Agency - Bundesagentur für Arbeit**

→ **Further information:**  
[www.abc.de](http://www.abc.de)

These black boxes will provide you with information on where to find more information on the topic.

These green boxes tell you the story of immigrants in Germany and the problems they encountered on their way into the labour market.

**Integration Story: Abdullah**

**Experiences from experts**

These blue boxes reflect the experiences from experts in the field of labour market and workplace integration



## 2. Ways into the formal labour market

People migrating to Germany bring with them a large variety of preconditions and educational backgrounds. Some may have to attend general school for a few more years before they can get started working on their professional career. They will have to choose a general school form (as described in the previous Background Report) and will undergo vocational orientation at their school.

Others may have completed compulsory schooling but have yet to choose an occupational path. Depending on their legal status, they may attend an entry qualification or other orientation programs. Some may bring with them professional certificates that may be recognized partially or fully.

The first step when migrating to Germany is always to clear the legal residence status and to participate in integration and language courses; detailed information on this was provided in the previous Background Report. This chapter seeks to provide information on how to start professional integration in Germany.

### **Experiences from experts**

*Interview with the director of the Employment Agency Hamburg for Employland, 2016*

A quick integration of refugees into the job market ideally succeeds through a qualified recognized vocational qualification. This applies to all groups of the labour market. This is rarely the case with the refugees. According to initial cautious assessments, a recognized professional qualification is available for about 28 percent of the people registered in the employment agency Hamburg or in the jobcenter team.arbeit.hamburg.

This group of people can formally take up a corresponding activity, since the stay is checked and secured. But it is always difficult when there are no or insufficient German language skills. Therefore, it is first necessary to carry out a professional, technical, personal and linguistic competence assessment, which passes into a later competence transfer. I got to know a lot of young and old refugees in person. It combines the great will to be integrated through language and work. This individual attitude is supported by the current favorable labour market situation, which is reflected by employment growth and a steady demand for labour. Nevertheless, language training, education or partial qualification need a correspondingly long period of time. Patience and sustained motivation are needed here on both sides of the job market.

(translation with deepl.com)

<https://blog.employland.de/arbeitsagentur-fock-integration-fluechtlinge/>

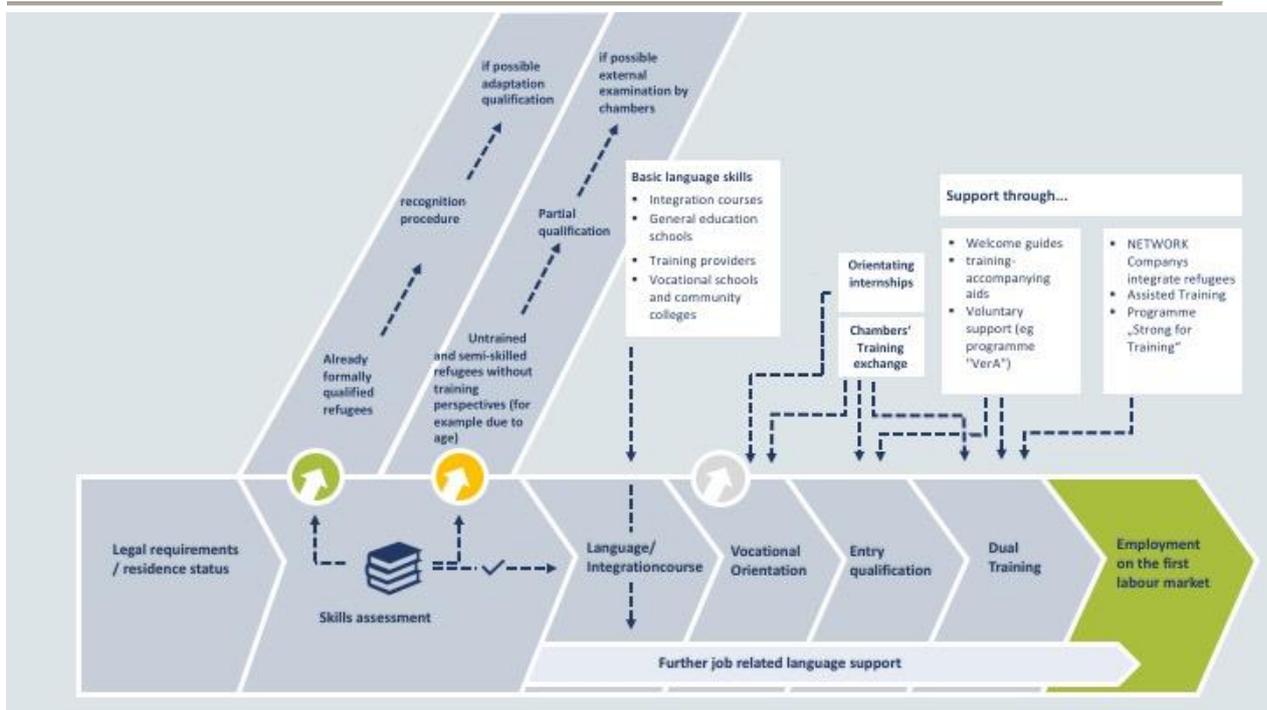


Figure 3 Paths to vocational training and employment on the first labourmarket (based on NUiF 2016)

Experiences from the field has shown that there is a strong information demand among the actors in the field of labour market integration. This relates initially the refugees but also the employers. Moreover, the employment agencies decide based on the residence status of the refugee about suitable integration measures (language-learning courses, measures for active promotion of employment. However, the high complexity of legislation insecure the actors in this field (Frintrup 2018, p. 19). Consequently, the integration guideline has to deal with the residence status as precondition for an educational and labour market integration.

## 2.1 (Formal) preconditions

### 2.1.1 Entrance into the training and labour market (e.g. working permission, residence permit, training residence permit)

Third-country nationals need a **working permit** for training and working in Germany. Certain residence permits already include these by law: The settlement permit (§ 9 *AufenthG*) and the permit for permanent residence EU (§ 9a *AufenthG*) are permanent residence permits that permit gainful employment and training without restriction. According to § 25 Residence Act (*AufenthG*) ("residence for humanitarian reasons") this also applies to persons who have been recognized as entitled to asylum. Recognized asylum seekers who have received a positive

decision and have been granted a residence permit may, in principle, work full-time as employees and engage in self-employment. Likewise for Turkish nationals who are entitled to a right of residence under the EEC / Turkey Association Agreement (1963) (§ 4 (5) AufenthG).

Refugees with...		
Residence permit - <i>Aufenthaltsgenehmigung</i> (asylum application successful)	Toleration (asylum application denied; suspension of deportation)	Temporary residence permit (asylum application pending)

Figure 4 Overview residence permits

The residence permit allows the stay for a specific purpose and for a specific time. The residence permit can be issued for various purposes of residence. The residence permit always states the related paragraph of the Residence Act (*AufenthG*), so that you can see the reason for the stay in the residence permit. Residence permits are always granted on a temporary basis. Only the settlement permit is perpetual. However, the time limit, i.e. the sometimes short validity period of the residence permits, does not automatically mean that the renewal of the permit is in question at the expiry of validity. These are often "chain" residency permits, which may later become longer-term residence permits and lead to an unlimited settlement permit.

The so-called "three plus two rule" (*3 + 2 Regelung*) or "education toleration" also allows refugees whose asylum application was rejected, a state-recognized education - regardless of which country they come from.

**Access to the labour market** of immigrants depends above all on the residence status. The residence permit shall state as appropriate: generally permitted access or it may be allowed on application or, in certain cases, completely prohibited. If the employment permit is granted only on application in an individual case, then it usually requires the approval of the Federal Employment Agency (*Bundesagentur für Arbeit - BA*)

**Federal Employment Agency - Bundesagentur für Arbeit (BA)**  
 The BA is concerned with all work and labour market related issues for everybody living in Germany, immigrants, refugees as well as German nationals. If you are unemployed and wish to receive financial aid or job offers, you must register with the BA.  
 Once registered in Germany, you will be assigned to a placement officer at the BA or an integration coach at one of the BA's Jobcenters. This person will discuss your educational background with you and will give you information on what programs might be relevant in your situation. They will also stipulate whether you are eligible to receive financial aid for your participation in a program.

before the immigration authorities can grant permission to work.

The duration of the work ban after entry was shortened for asylum seekers and tolerated and is usually only three months. According to this, there is at least limited access to the labour market, which means that a permit must be obtained from the immigration authority for taking up employment before starting work. The approval of the Federal Employment Agency is generally required for the permit. This is obtained by the Immigration Office in an internal procedure. After four years of residence, the approval of the Federal Employment Agency to take up employment is no longer required for asylum seekers and those who are tolerated, but the permission of the Immigration Office remains.

As a rule, asylum seekers can also start vocational training after three months and those who are tolerated even from the first day of their acquiescence, if this leads to a recognized professional qualification. In addition, the approval of training by the foreigners authority does not require the approval of the Federal Employment Agency. For those who are tolerated, the completion of vocational training constitutes a so-called legal reason for acquiescence (cf § 60a (2) AufenthG). This means that the toleration is granted for the entire duration of the vocational training and the apprentice does not have to fear the deportation during vocational training. After successful completion of the vocational training, the toleration can be extended for six months to find a job.

With the 3 + 2 regulation, a further toleration regulation was created, which gives apprentices and employers planning security because it ensures the stay for the duration of the training. In addition, after successfully completing the training, these trainees can obtain a 2-year residence permit if they can take up a job that matches their education. The immigration authorities are responsible for examining whether the three plus two regulation applies.

**→ Further Informations**

- Access to the labour market  
<http://www.bamf.de/EN/Willkommen/ArbeitBeruf/ZugangArbeitsmarkt/zugang-arbeitsmarkt-node.html>
- Residency documents <http://www.bamf.de/DE/Willkommen/Aufenthalt/eAufenthaltstitel/e-aufenthaltstitel-node.html>

## 2.1.2 Staying perspectives / planning security

The purpose of the "retention perspective" is to identify those who, prior to completing their recognition procedure, can already participate in integration services such as integration courses or vocational training measures. The purpose of this is to ensure that in cases where recognition of the need for protection is relatively likely, it will not be necessary to wait for the individual procedures, some of which take several months, before integration processes can be initiated. In particular, hiring companies are interested in a good perspective to stay in Germany of the asylum seekers, because they invest time and money in the education of refugees.

In addition, refugees who have a good chance of staying have privileged access to funding instruments: only refugees with a good retention perspective will have access to the legally required support measures. For refugees with a low or unexplained long-term perspective, participation in integration courses or other qualification measures (adjustment qualification) is generally only possible if their procedure has been in their favour contrary to the general prognosis. People who come from countries of origin with a protection rate of more than 50 percent have a good chance to stay. In 2017, this applies to the countries of origin Eritrea, Iraq, Iran, Syria and Somalia.

### Lesson from the field: Trainer – 1

It depends on the country of origin. Sometimes it is quite difficult to provide an apprenticeship to a refugee with an uncertain residence status. However, if the candidate fulfills the requirements for an apprenticeship and he or she suits to the company (in terms of motivation and attitude), then the "retention perspective" does not really matter.

Refugees without a stay perspective include in particular:

- Asylum seekers whose application for asylum is unlikely to succeed. These include, in particular, refugees whose individual grounds of escape are not sufficient for protection.
- People from safe countries of origin do not have good prospects for a retention perspective. Asylum applications from people from countries of origin classified as safe are generally rejected, unless special circumstances prevent it. Immigrants from these countries can be more easily deported.

Currently, "safe countries of origin" are: the states of the European Union; the five Western Balkans Bosnia-Herzegovina, Macedonia, Serbia, Montenegro, Albania, as well as Kosovo; the African states of Ghana and Senegal. Planning security basically exists for the respective period of validity of the residence documents. Only with the granting of a settlement permit by the foreigners authority, the right of residence of a refugee in Germany is secured and long-term planning for the refugees and their employers is possible.

## 2.2 Language

Learning the German language is considered the most fundamental entry ticket to German society and the labour market. It plays a crucial role in the integration into education and work. In almost all companies, German is spoken in training and in further employment, as well. Trainees must be able to understand the relevant specialist vocabulary and follow instructions by trainers and colleagues. In a company survey conducted by the OECD, the German Chamber of Commerce and Industry (DIHK) and the Federal Ministry of Labour and Social Affairs half of the participating employers stated that they require a good knowledge of German even for low-skilled jobs (unskilled workers, semi-skilled workers) (cf. OECD 2017, p. 8).

In addition, the vocational education at school is held in German and almost all textbooks and materials are in German. Final exams are also held in German. Learning the German language is therefore absolutely essential. There are various possibilities for learning, and there are also various levels at which the language can be learned (see next chapter). For companies, the debate revolves around the question of which language level is required for which type of employment.

Institutionally, the linguistic-communicative requirements between training company and vocational school inevitably differ greatly. It is important for companies, for example, that refugees are able to read safety instructions and to be able to communicate in their daily work (e.g. with colleagues and customers). For the successful completion of a traineeship it is thus important that the refugees can speak, write, understand and read German. It is about much more than technical terms and speech for job-specific tasks though. In the workplace, the expectations for the necessary language skills depend on three dimensions: customer contact, occupational safety and the complexity of the work. So it is important in the workplace to understand work instructions and regulations and to communicate with colleagues, supervisors or customers. When operating machines or similar complex tasks, German is required not only for safety reasons but also for fast communication to ensure smooth processes. Employees need different degrees of German for the different situations. In conversations with familiar people, one gets along with less knowledge than if one has to speak formally on the telephone or write a report. The more the trainee is in customer contact, the more likely it is that a good command of German is necessary.

The importance of work-related language skills thus concern teamwork, customer service, quality management, occupational safety, health protection as well as employee rights and obligations. To develop oneself professionally you also need language skills: for informal on-the-job-learning, for participation in formal workplace related training as well as further training outside of the company.



On the other hand, the requirements of the vocational school are more directed at understanding complex texts as most textbooks and educational materials are in German. The curricula of vocational schools also include general educational topics, like literature and politics, that trainees will have to be able to follow and pass. After all, (final) exams of vocational schools are held in German.

Language levels of people coming to Germany differ greatly, from people who have never had any contact with the German language to people who have taken classes in their home country and who already have a certain command of German. In the admission and recognition process, there is still no systematic recording of the language skills of refugees - neither in German nor with regard to further language skills.

**Center for Vocational Information – Berufsinformationszentrum (BiZ)**

A vocational information center is an institution of the Federal Employment Agency. All citizens can get information there (free of charge and without making an appointment) about career choice, education, study, application and further education. There are currently over 180 vocational information centers in Germany.

The information provided in a BiZ is divided into four areas - the so-called theme islands - "Education and Studies", "Work and Career", "Application" and "Foreign Countries". The BiZ staff are on hand to help and advise visitors, and the BiZ library offers a wide selection of professional and academic literature.

At special computer workplaces, you can search for job vacancies, scan certificates or print out your application documents. You will also receive tips on how to improve your application and convince employers in an interview.

In addition, Vocational Information Centers regularly organize information events, such as job application seminars or professional fairs. In workshops, you can learn how to find a new job after many negative replies or find out how to enter another branch. You may even find your next employer at a professional fair in the BiZ.



### **Integration Story: Zahara**

Zahara, 25 years old, is doing a dual training as specialist in hotel administration. Zahara has come to Germany 2 years ago with her two little children (age 3 and 4). Her husband has died in the war in Syria. Zahara cannot participate in language training as her traineeship is full time and she also has to take care of her two children. Her job in the hotel requires very good communication skills since she has to communicate with customers in German most of the time. Her German level is pretty low though (A2) and very often Zahara has to ask colleagues for help when speaking with hotel guests. The only reason why Zahara was given the job in the first place was her fluent command of Arabic and Farsi, because the hotel has many guests whose mother tongues are Arabic and Farsi and because the hotel owner is from the same town as Zahara. Zahara never wanted to work in a hotel, but since the traineeship was offered to her she took it since she did not really know which occupations existed in Germany.

Since Zahara very often calls on colleagues for help when having to communicate in German, they have started limit her to certain tasks where communication in German is not necessary. This also means that Zahara has to do overtime frequently, because she cannot fulfill her tasks in the appropriate time because she does not understand the instructions and she is very careful in exercising her tasks.

When she has to work overtime, Zahara cannot communicate that well enough with the kindergarten. The caregivers at the kindergarten have now threatened her to cancel the places for her two children because Zahara is often late to pick them up. If Zahara cannot give her children to the kindergarten while at work or school, she will have to quit her traineeship.

Zahara tells this story to a friend who advises her to contact the integration coaches at the local Jobcenter. She makes an appointment with an integration coach and they discuss her choice of training place. The coach suggests, that, since Zahara never wanted to work in a hotel in the first place, she goes and visits the *Berufsinformationszentrum*. There, Zahara informs herself about other training opportunities and finds out about training to become a translator. One of the prerequisites is a talent for languages and precision. With her language skills in Arabic and Farsi, Zahara quickly get's admitted to a school and starts her training there. Since this is a school-based training, there is no more overtime for Zahara and her children can stay at their kindergarten.

### 2.2.1 Language and Integration Courses

The first step towards language integration is usually taken in the integration courses. The integration course is a basic offer for the integration of foreigners. According to § 43 Abs. 2 Residence Act (*AufenthG*) they should support the integration efforts of foreigners for integration by successfully teaching them language, legal system, culture and history in Germany. They should also familiarize them with the living conditions in the federal territory so that they can act independently in all matters of daily life without the help or mediation of third parties. An integration course consists of a language course (vocabulary for speaking and writing in everyday life) and an - following - orientation course (information about life in Germany, imparting knowledge about, for example, law, culture, history<sup>5</sup>).

#### **Integration Coaches – Integrationsfachkräfte**

Your Integration Coach is your guide in finding work. He/She is responsible for your individual care and advice. The first step towards a funded education measure is a consultation with your integration specialist in your employment agency or job center.

Your coach

- supports and advises on job search,
- takes into account the personal living conditions,
- concludes an integration agreement with the employee or trainee
- arranges job offers,
- agrees necessary subsidies,
- informs about individual educational offers,
- advises on further services and
- establishes contacts to counseling centers.

Foreigners wishing to apply for German citizenship must pass a so-called naturalization test as an essential prerequisite for naturalization in order to prove their knowledge of the legal and social order as well as the living conditions in Germany. The integration and orientation courses are also preparing for this.

The language part of the integration courses are intended for anyone who is new to Germany and does not yet find their way through everyday life with their German. Through regular lessons, you can quickly familiarize yourself with the German language. You will also learn how to write letters and e-mails in German, complete forms, make phone calls or apply for a job. The topics vary depending on the type of course you are attending. For example, if you take part in a youth integration course, topics will be dealt with that interest young people in particular, such as applying for an apprenticeship.

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<sup>5</sup> The orientation course takes place after the language course. In the orientation course the following topics are addressed: the German legal system, history and culture, rights and duties in Germany, forms of living together in society, values that are important in Germany, for example religious freedom, tolerance and equal rights of women and men. Complete the orientation course with the final test "Living in Germany".



Good language skills thus open up opportunities for participation in society as well as in the labour and training market. From an operational point of view of the hiring companies, inadequate knowledge of German is currently the main reason for not hiring a refugee, either as trainee or employee. Many refugees who have come to Germany at a later age lack these necessary language skills. Many companies which are generally inclined towards hiring refugees, will insist on the trainees participating in a support program, for example an entry qualification (Einstiegsqualifizierung). These measures will be described further below.

Overall, learning a language depends heavily on one's own motivation (see . For the refugees, the commitment should therefore not end behind the operating gate or after the integration courses. There are various options for government funded language support, some of which were described in the previous Background Report. In the framework of a vocational or training-integrated language support, the teaching of vocational subject content and language promotion, i.e. subject learning and language learning, is combined. Due to the close connection of subject-specific content and the respective terminology of a vocational training, occupation-specific language competences can be developed more effectively, because the language learning aims directly at concrete occupational situations. This makes it possible to better visualize the need to learn the terminology and to motivate apprentices to do so. The language promotion at the workplace can be done either by external experts or the trainers themselves.

### Integration Story – Apprentice - 1

Question: What would you do differently today if you were once again at the beginning of your stay in Germany?

I would learn German. At the very beginning, I didn't start so quickly with a German course. I waited about 9 months to a year until I started with a language course. However, if I would still come to Germany once again, I would go to school and learn German from the first day on.

An example of how language support can be conceived integrated into the profession, reference is made to the six steps of the job-integrated language support of the project "AiS" (work and training-integrated language support) in the federal state of *Hessen*. The aim of the project is to integrate a method of integrated language support in training processes and in company integration processes in Hessian companies. Subject-specific instruction and practical training and qualification are carried out in a language-sensitive and language-friendly manner in order to enable learners to extend their technical language skills.



### 2.2.2 Language levels

When applying for a training, it is helpful to have a sound overview over one's language competencies. In order to be able to describe one's language skills or to choose an appropriate

#### **Integration Story: Abdullah**

Abdullah, 22 years old, helped in his father's car repair shop in his home town in Syria, so he already has basic skills in the automotive trade.

He has come to Germany about 1.5 years ago and has started a dual training in a car repair shop not long ago. Abdullah unfortunately does not speak German well (level A2). He has no time for the integration and language courses because he has to study for school and training, and because he also works as a waiter since the trainee salary is not sufficient to live. On top of his own life, he also has to pay money to his family at home in Syria to support them as well as to the people who smuggled him into Germany.

At school he does not understand the teachers, he cannot read the relevant books and texts and is thus lost in the classroom because he cannot follow the lessons. Because his German is poor, Abdullah does not have any German friends at school because he cannot follow the other students' conversation. He therefore cannot ask his fellow students for help either and prefers to hang out with the other Arabic speaking students.

At his training company, he has difficulties in following safety regulations and has already caused a fairly serious damage at his work place because he misunderstood the instructor. Now his employer has threatened him with the termination of his traineeship.

Abdullah makes an appointment with his *Bildungsberater* at his local Chamber of Commerce and Industry as they are responsible for advising trainees in conflicting situations during their training. The *Bildungsberater* tells him about the possibility of an assisted training (*Assistierte Ausbildung*), during which the trainee receives extra support during the training in the company as well as language training.

language course, the Common European Framework of Reference for Languages can help. It sets 6 levels: A1, A2, B1, B2, C1 and C2. Depending on the language skills, the respective level can be determined by language tests. After each course, a certificate will be handed out stating the level reached during the course.

The following language skills are hidden behind the levels:



A1  
Beginner

- Can understand and use familiar, everyday expressions and very simple phrases aimed at satisfying specific needs. Can introduce yourself and others and ask other people questions about their person - eg. Where they live, what kind of people they know or what kind of things they have - and can answer questions of this nature. Can communicate in a simple way if the interlocutors speak slowly and clearly and are prepared to help.

A2  
Basic  
knowledge

- Can understand phrases and commonly used phrases related to areas of most immediate relevance (such as personal and family information, shopping, work, nearby environment). Can communicate in simple, routine situations that involve a simple and direct exchange of information about familiar and familiar things. Can easily describe your own background and education, the immediate environment and things related to immediate needs.

B1  
Advanced  
language  
usage

- Can understand the main points when using clear standard language and when it comes to familiar things from work, school, leisure, and so on. Can handle most of the situations encountered while traveling in the language area. Can express itself easily and coherently on familiar topics and personal areas of interest. Can report on experiences and events, describe dreams, hopes and goals and give brief reasons or explanations to plans and views.

B2  
Independent  
language  
usage

- Can understand the main content of complex texts on concrete and abstract topics; also understands technical discussions in their own area of expertise. Can communicate so spontaneously and fluently that a normal conversation with native speakers is easily possible on both sides without much effort. Can express itself clearly and in detail on a wide range of topics, explain a point of view on a topical issue and state the advantages and disadvantages of various options.

C1  
Expert  
language  
skills

- Can understand a wide range of demanding, longer texts and also understand implicit meanings. Can express oneself spontaneously and fluently, without having to search clearly for words more often. Can use the language in social and professional life or in education and study effectively and flexibly. Can articulate clearly, structurally and in detail on complex issues using appropriate means of textual linking.

C2  
Almost  
mother-  
tongue  
knowledge

- Can easily understand anything he or she reads or hears. Can summarize information from various written and oral sources, giving reasons and explanations in a coherent presentation. Can express itself spontaneously, very fluently and precisely, and make even finer nuances of meaning clearer in more complex situations.

Figure 5: European Framework of Reference for Languages

### 2.2.3 Language support

State-supported German language courses are available nationwide in the form of integration courses as described above. For refugees, the main issue is the legal status with which access to state-financed integration courses is possible. Depending on their residence status, refugees can use the integration and job-related language courses of the Federal Office for Migration and Refugees (BAMF). In addition, a number of public and private providers offer free or paid presence and online services. Furthermore, there are initiatives in many municipalities on an honorary basis, which support interested parties in learning the German language. In addition, there are a variety of online offers and voice apps.

Thus, one has the choice between different language learning possibilities:

#### a) Basic language training (BAMF integration courses)<sup>6</sup>

The BAMF integration courses are aimed, among other things, at refugees with a residence permit of more than one year as well as those who are tolerated and asylum seekers with a good stay-perspective, if there are free places in the courses. The participants will become familiar with the German language and the living conditions in Germany. The courses usually comprise 660 teaching units (600 hours of language course and 60 hours of orientation course – see also above).

These courses go far beyond the mere learning of the German language though. Understanding German society with its particular history, laws, customs and traditions is probably just as important for a successful integration as is command of the German language. Integration courses cover essential information about everyday life in Germany such as work & employment, shopping, TV & radio or parenting. They provide information on official visits to government institutions, how to write e-mails or letters in German and how to behave at job interviews. Also, they

Experience from the field: Employer - 2

As language skills of the host country are needed in almost all live situation many companies support their employees and apprentices on private and volunteer basis, as well. The employer sad: A critical situation can be opening a bank account. Often refugees are facing language difficulties, because there are certain words needed for managing this situation. This vocabulary not necessarily learned beforehand. Furthermore, when they were looking for a flat, we supported them a lot, as well.

cover topics such as culture and politics, living together in Germany and the values of German society. Special course types are offered for women, parents or young adults up to 27 years. At the end of the course there is a final exam for all students.

<sup>6</sup> [http://www.bamf.de/EN/Willkommen/DeutschLernen/Integrationskurse/integrationskurse-node.html;jsessionid=EC51AD7764429BE15560EC7EC1DAE56E.2\\_cid359](http://www.bamf.de/EN/Willkommen/DeutschLernen/Integrationskurse/integrationskurse-node.html;jsessionid=EC51AD7764429BE15560EC7EC1DAE56E.2_cid359)

### **b) German for professional purposes (ESF BAMF program)<sup>7</sup>**

The course offer is basically aimed at people with a migration background. Asylum seekers and refugees can also participate in the program under certain conditions. Occupational German lessons, subject lessons, company visits and internships are intended to improve the chances on the job market. A course consists of 730 lessons.

### **c) The federal program "Occupational German language promotion"**

The courses of the program are based on the integration courses and enable refugees with a good stay perspective, EU citizens and German nationals with a migration background to take part in a language course that prepares them for the linguistic requirements in German professional life. The program consists of basic and special modules. The basic modules usually comprise 300 teaching units, aimed exclusively at people who are not yet in employment. All third-country nationals, EU citizens and Germans with a migrant background can benefit from the Federal Government's vocational language support if job-related German language support is necessary to improve their chances in the employment or training market and at the time of granting the Agency's eligibility for work or the job center.

As an example, some free online language offers are mentioned below:

#### **a) App "Arrive. Companion for refugees "**

The free app ([www.ankommenapp.de](http://www.ankommenapp.de)) helps refugees to find their way around Germany especially during the first few weeks. It offers u. a. Information about the asylum procedure, education and work as well as a language learning aid.

#### **b) Deutsche Welle Radio and TV**

Deutsche Welle offers on its website [www.dw.com/de/deutsch-lernen/deutschkurse/s-2068](http://www.dw.com/de/deutsch-lernen/deutschkurse/s-2068) multimedia formats to support language acquisition, e.g. Videos, radio plays, podcasts and e-learning for beginners and advanced users.

#### **c) Goethe Institute**

On a website, the Goethe-Institut offers free language learning opportunities for refugees. On [www.goethe.de/willkommen](http://www.goethe.de/willkommen) you will find self-study courses, speaking exercises and videos as well as information on dealing with authorities, in everyday life or when looking for work.

#### **d) Adult Education Association/Community Colleges (Volkshochschulen)**

Via the link [www.ich-will-deutsch-lernen.de](http://www.ich-will-deutsch-lernen.de), refugees can use online language courses via smartphone app. This platform is funded by the BAMF in cooperation with the German Adult Education Association. The offers are adapted to the languages of origin of refugees and offer

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<sup>7</sup> <http://www.bamf.de/EN/Willkommen/DeutschLernen/DeutschBeruf/deutschberuf-node.html>

a first entry. In addition, there are job-related language learning apps that address topics such as communication with customers and colleagues, labour law and health and safety.

**e) The free app "Einstieg Deutsch"**

<https://portal-deutsch.de/unterrichten/deutsch-unterrichten/einstieg-deutsch-die-app/>

**f) The free app "German vocabulary trainer"**

<https://www.goethe.de/ins/cn/de/spr/ueb/vok.html>

## 2.3 Transition from school to training

### 2.3.1 Where to get support

Coming to a foreign country, trying to settle in and integrating oneself into the country's society can be a challenge. There is a great number of laws and regulations which apply, but also an endless number of opportunities and support initiatives. It can be confusing trying to sort out all this information. Fortunately, there are also many institutions – public and private – whose focus is to support people coming to Germany and helping them to access necessary information and planning their next steps.

Once you have determined your legal status of residence, you can start thinking about a professional path. Your next steps will depend on your educational status and on what you seek for your professional future. The following institutions will support young refugees and their families in this process.

#### **KAUSA service centers**

The KAUSA service centers inform, advise and network at 29 locations on training issues. The service centers are first points of contact that answer self-employed persons, young people and parents with a migration background as well as young refugees with questions about dual training and pass them on to their local partners. In addition to counseling, their goal is to expand existing networks and build lasting structures with institutions and companies to help them enter Vocational Education and Training in order to facilitate training participation. Young refugees can also be supported by individual advice from the SES.  
<http://www.jobstarter.de/kausa-servicestellen>

#### **Youth Migration Services**

There are more than 450 Youth Migration Services (JMD) in Germany, which advise and assist young people with a secure residence status and young refugees who are legally resident in Germany. They teach in language courses and schools, assist with the vocational orientation,



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with the search for a training or job and with professional recognition questions. Individual support, professional advice, group and educational offers as well as strong networking in schools and training companies are among the key tasks. The focus is on school, professional and social integration. The youth migration services help to find their way around Germany. Whether it's problems at school, the search for an apprenticeship or questions about formalities: JMDs accompany young migrants on their way. Competent and free, with a variety of offers and in different languages.

<http://www.jugendmigrationsdienste.de/>

### **Network "We together"**

The We Together initiative provides an Internet platform where companies can present their refugee integration projects. So far, many very different projects have been published. The platform provides an overview of the various projects already in progress. Other companies should be inspired to also start integration projects or to join the projects. As of July 2018, members of "We Together" qualified more than 33,500 talents for the German economy. The network currently has 234 members, among them well-known German companies such as Opel, Adidas, Henkel, Deutsche Telekom, Airbus, Evonik, Deutsche Bank, Lufthansa or DHL.

<https://www.wir-zusammen.de/>

### **Joblinge**

At JOBLINGE, business, state and private individuals are working together to support young people with difficult starting conditions. The goal: real job opportunities and sustainable integration in the labour market and society. Through tailor-made qualification, honorary mentoring and support during the training, the initiative achieves far above-average successes. The JOBLINGE initiative closes the gap between origin and future: for young people with and without a migration background and for young refugees. The classic JOBLINGE program and JOBLINGE Kompass, the new program for refugees, aim to educate participants in education and work. For this JOBLINGE bundles the competences of economy, state and civil society and thus creates a basis for a coordinated cooperation. The target group of both JOBLINGE programs are young people who can not find any training or work on their own. With JOBLINGE Kompass, the initiative has been supporting targeted young refugees between the ages of 18 and 25 since 2016.

<https://www.joblinge.de/>

### **Welcome Pilots**

Welcome guides help companies integrate refugees. They advise companies that offer internships, apprenticeships or job opportunities for refugees. The aim is to convince companies that refugees, as trainees or professionals, can enrich the operation and help secure the company's skilled labour base. Nationwide there are 170 welcome guides.



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Companies receive this concrete support through welcome guides: filling of vacancies and development of requirement profiles for apprentices and employees; Pre-selection of suitable applicants from among the refugees; Advice on legal and practical questions about integration; Administrative assistance, advice on regional or national support and support programs for companies training and employing refugees; Arranging contacts with relevant regional institutions, organizations and projects that assist with training; Support in building a welcome culture.

<https://www.bmwi.de/Redaktion/DE/Artikel/Wirtschaft/willkommenslotsen.html>

### **NETWORK Companies integrate refugees**

The network provides members with information on legal issues, integration initiatives and volunteer engagement, as well as practical tips on how to integrate refugees into education and employment. It also facilitates the exchange of experiences and the cooperation of member companies online and at events. They share knowledge about how integration can work in the network. From family businesses to large corporations, almost 2000 companies are currently members of this network.

<https://www.unternehmen-integrieren-fluechtlinge.de/>

### **Senior Expert Service (SES)**

The Senior Expert Service (SES) provides help with self-help with retired volunteers and retirees or a professional break in Germany and abroad. In some federal states, experts in general and vocational schools with international classes are available as integration aids when needed: for example, with exercises for language acquisition, individual grants or the organization of offers for leisure and professional orientation. Throughout Germany, its experts are involved as personal mentors for the integration of young people with foreign roots into the training market within the framework of the SES initiative VerA for the prevention of dropouts and as voluntary supporters of the governmental coordination center for training and migration (KAUSA).

<http://www.ses-bonn.de/>

### **Integration through qualification (IQ network)**

The promotion program IQ-Netzwerk is active in all federal states via nationwide networks. These co-ordinate projects for immigrants who have obtained a degree abroad. As part of these projects, both recognition and qualification consultations and corresponding qualification measures are developed and implemented. Regionally, various programs are implemented in 16 state networks. Nationwide, five IQ departments also provide information materials and training concepts. They also develop qualification modules, such as vocationally-based German. The online portal "Deutsch am Arbeitsplatz", which is part of the IQ network, bundles the local offers and contact persons for employees and employers.

<http://www.netzwerk-iq.de/>

### Competence center for skilled workers

The competence center for skilled workers (KOFA) aims to support small and medium-sized enterprises (SMEs) in securing their skilled workforce and in structuring their personnel work. The KOFA provides information on topics relating to the provision of skilled workers and human resources. The integration of refugees is a priority issue. KOFA is being promoted to sensitize small and medium-sized enterprises early on for the topic of securing skilled labour, for example by describing the current skilled labour situation, showing them solutions in the context of recommendations for action and motivating them to strategically orient their personnel work by offering practical examples. The website offers a series of guidelines, recommendations for action and studies.

<https://www.kofa.de/b>

#### → Further Informations:

Depending on the region, there are different contact persons. On the homepage of the Federal Employment Agency you can find offers in your area by means of a search function:

<https://kursnet-finden.arbeitsagentur.de/kurs/portal/unternehmen/migrationshintergrund.do>

### 2.3.2 Vocational orientation

In the transition from school to training of refugees, there is a large number of state-specific offers that are based on already existing offers and are open to refugees. In the training sector, however, there are so far only a few specific offers, that mainly involve complementary language teaching at VET schools. In addition, the federal states use offers for young people with market disadvantages (for example, immigrant background, lack of school diploma) to also support refugees; these programmes are partly adapted and expanded for this target group. The majority of early career guidance opportunities are available at general schools at all levels and most commonly start around 7<sup>th</sup> grade. In Germany, general education schools officially have the obligation of preparing students for the transition to the world of work. At the end of their school life, young people should to be able to make a well-founded choice of a profession or a study choice according to their competences and to meet the demands they have at this point.

Vocational orientation thus often begins with an analysis of the candidates potential (*Potenzialanalyse*) or a competency assessment (*Kompetenzfeststellung*). Likewise, customized workshop days such as the Occupational Orientation Program (*Berufsorientierungsprogramm*

- BOP) are available in many federal states. These measures focus more on young people exploring their personal strengths before trying out specific occupations during workshop days. Most general schools also include short internships (approximately 2 weeks) in their curricula. Even though the programs intend for students to make a career choice until they leave general schooling, in reality many students leave school without having made a career choice or without having been able to find a training place. This group also includes many refugees, as they often lack the necessary skills to immediately take up training. There are several options for this target group. Vocational orientation programmes that were originally intended for young people with a migrant background have been extended and adapted to also include the group of young refugees. The programs were adjusted to also include additional support offers, e.g. language lessons, coaching or individual advice. The offers are also addressed at persons who have completed compulsory schooling, so participation is often possible up to 25 years, sometimes even beyond.

The following examples of orientation and guidance offers are only exemplary, as there is a large number of different offers available, also depending on the federal state:

- The **Potential Analysis** (*Potenzialanalyse*) for New Immigrants (*2P-Potenzial & Perspektive*) for 10 to 20-year-olds in Baden-Württemberg serves to lay the foundations for a targeted planning and control of the educational process, the transition into a mainstream educational offer (school, vocational, subject-specific) as well as to allocate targeted individual support. Competences and interests are determined in various modules (basic cognitive competence and methodological competence, subject-specific competencies: language, mathematics, occupational competence, biographical elements (interview), inquiry of professional and study interests). The online system is also available in other federal states.
- **Career orientation for newly immigrated young people** in Bremen provides school-age refugees from 16 to 18 years with potential analysis and workshop days based on the *Berufsorientierungsprogramm* (BOP) the opportunity to gain realistic ideas about their own abilities and interests and to gain practical experience in various occupational fields.
- With KAOA-Kompakt (*Kein Abschluss ohne Anschluss - KAOA*), North Rhine-Westphalia offers school-age new immigrant and refugee students the opportunity to catch up with KAOA's initial vocational orientation. KAOA-Kompakt includes a two-day potential analysis tailored to the target group, three days of occupational field surveys, if required including an orientation to the German education system on the third day and three days of practical courses.
- With its project *Berufswahl richtig angehen frühzeitig orientieren - BRAFO* for young refugees, Saxony-Anhalt offers refugees aged 18 to 27, who are no longer required to attend school, the opportunity to improve their German language skills and gain knowledge about



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the quality and potential of the German education system, as well as a more in-depth career orientation. Its components include competence assessment and potential analysis in 12 areas of activity, further development of the career choice competence of the participants, the preparation, monitoring and evaluation of practical training phases and the opening of connection perspectives towards training or measures of transition.

Internships and job shadowing are very important and useful instruments for both sides, for the refugees and the employers. Refugees (or Migrants) benefit from the opportunity to get an inside into the occupations. Occupational structures and job requirements can, indeed, very different from country to country. Avoiding wrong expectations before starting an apprenticeship save time and money and prevents frustration of both sides, on the migrant side and the employer's side.

The benefit for potential employers demonstrates a practical example in the box below.



### **Experiences from Experts**

Practical example: Syrian colleague in veterinary internship

**"With any luck, both sides will benefit."**

The veterinarian Dr. Elisabeth Kellerwessel from Cologne gave a colleague from Syria the opportunity to work in her practice for two weeks. The internship is part of an integration course. The KOFA visited her at the end of the two weeks to find out what experiences the veterinarian had with him.

#### **Mrs Kellerwessel, how did the internship come about?**

The contact came via a client who is involved in refugee aid. She had asked me if I would give a Syrian veterinarian an insight into my everyday practice. I immediately said "yes".

Personally, I think it is important to give refugees a chance for integration. Mr. Antar sent us his application documents. The documents immediately showed that he has good qualifications. I then invited him to a meeting. We got along well and then we fixed the internship.

#### **How did you experience the two-week internship?**

I can only report positive things. Mr. Antar found his way around us immediately. Due to his quite good knowledge of German, there are only minor communication problems. He is friendly to our employees and customers and actively supports us. We can really be glad to have such a qualified intern.

#### **Have you prepared the internship period?**

There was no special preparation. I think it's important to find out beforehand what the objectives of an internship with us are. Mr. Antar does his internship as part of an integration course. So he learns German and wants to improve his job-specific language skills. He also finds the medical technology standard in our practice interesting and would like to continue his education here. We try to meet these needs in our daily practice.

Basically, in my opinion the same applies to refugees as to all other interns: It is important to assign tasks to the employees that you enjoy, but that are also part of the daily work in our practice. If the basic mood is good, everything else comes of its own accord. Then you enrich each other. I am convinced of that.

#### **Have you especially announced Mr. Antar to the team?**

No. In our practice, interns work very frequently. The team is used to integrating new employees quickly. All I said in advance was: "Mr. Antar would like to get to know our daily work. He comes from Syria and has worked there as a veterinarian". It is not important to us whether someone comes from Germany, Europe or another part of the world. It is important that he would like to work with us and that he fits in humanly with us.



**The internship as part of the integration course only lasts two weeks. In your opinion, is this an appropriate period of time?**

I think that depends on what is to be achieved with the internship. There are certainly young refugees who would like to get a taste of everyday life in Germany. Two weeks might be enough.

Mr Antar is interested in maintaining contact with the practice. I am happy about that and we have agreed that he will come to the practice on certain days for job shadowing. The procedure as a whole is rather informal in nature. I think it is an opportunity for him to deepen his job-related language skills, to gain a deeper insight into everyday German working life and to be in contact with colleagues.

**Do you have any advice for other small and medium-sized companies that refugees ask for an internship?**

First of all, I would advise you to be open to such requests and simply try it out.

At the same time, I believe it is important to have realistic expectations. I also have very different good and bad experiences with German interns - why should it be any different with refugees? But there is no point in always focusing only on the problems. A two-week internship doesn't pose a great risk for a company - and with a bit of luck, both sides will benefit in the end.

Translation of the Interview with deepl.com

Source: <https://www.kofa.de/dossiers/fluechtlinge-integrieren/praxisbeispiele/syrischer-kollege-im-praktikum>

### 2.3.3 Transition-System „Übergangssystem“ (Vocational orientation, international support classes)

The so called “Transition-System” refers to several one-year educational offers, namely the basic vocational year, pre-vocational training year and entry-year level, which are supposed to promote general educational attainment and facilitate the transition to vocational training in the dual system but are in fact compulsory for all school leavers (especially high school graduates with and without degrees) who have not found a training place and have not yet reached their compulsory schooling. For the latter reason, it is often referred to as a holding pattern and is subject to critical discussion.

Nevertheless, the transition system can provide an opportunity for those who wish to start a training but may not fulfill the requirements of the companies, e.g. who may not have sufficient language skills, or who have not yet chosen a specific occupation. Very often, companies which are open to hiring refugees for training positions, insist on the refugee participating in

such a program in order to prepare for the training and acquire the necessary skills and competencies to successfully complete the training.

All these programs include some form of internship. Internships are generally considered positively by many companies, as it gives them the opportunity to get to know a potential future trainee over a longer period of time. On the other hand, it gives young people the chance to try out different occupations and to find out what their interest are.

Information on these programs is provided by the Federal Employment Agency.

### **Basic Vocational Year (*Berufsgrundbildungsjahr*)**

The *Berufsgrundbildungsjahr* (BGJ), sometimes called the "Berufsgrundschuljahr", is one of the *Berufsvorbereitenden Bildungsmaßnahmen* (training preparation measures - BvB) of the Federal Employment Agency. It lasts one year and is organized by vocational schools. The BGJ exists in Bavaria, Bremen, Saxony, Saxony-Anhalt, Schleswig-Holstein and Saarland.

The basic vocational education year is aimed at school leavers with a secondary school diploma who have not yet found an apprenticeship. It conveys theoretical and practical basic knowledge in the chosen occupational field.

In Bavaria, the BGJ is obligatory for vocational trainees in some dual training occupations: their first year of training is compulsory as a basic vocational year. Among other things, wood occupations (carpenters, carpenters, woodworkers ...) and green professions (gardener, farmer, florist ...) are required by the BGJ.

In principle, the basic vocational education year can be recognized as the first year of training for a subsequent dual training in the respective occupational field. The training time is shortened accordingly. In individual cases, you should first coordinate with the company and the responsible body. In some federal states, companies are even obliged to credit the BGJ.

The vocational basic education year is offered as full-time education or in a dual / cooperative form. In the full-time tuition model, participants receive lessons at a vocational school from Monday to Friday. The majority of the weekly lessons are based on the subject theory, besides occupying interdisciplinary subjects such as German, English and sports. In addition, several-week internships are provided, where you get to know the working practice in the company. The dual / cooperative form resembles a dual education: on two days of the week one acquires theoretical knowledge in the vocational school, on three days one works as an intern in a cooperating enterprise.

The contents of the BGJ are based on the curricula of the respective occupations. A training allowance is not paid in the basic vocational training year. Under certain conditions, BGJ participants can apply for vocational training allowance (BAB).

Interested parties apply directly to a vocational school, which offers the BGJ in the desired occupational field. A letter of application, a curriculum vitae and the final grade of the general education school are normally expected for registration. Many schools provide the list of required documents and application forms online. Some possible BGJ occupational fields are



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"Agriculture", "Office", "Construction Engineering", "Chemistry, Physics and Biology", "Electrical Engineering", "Nutrition and Home Economics", "Automotive Engineering", "Color Technology and Interior Design", "Horticulture", "Gastronomy", "Health and Care", "Wood Technology", "Personal Care", "Metal Technology" or "Business and Administration".

### **Pre-vocational training – “Berufsvorbereitungsjahr”**

The *Berufsvorbereitungsjahr* (BVJ) is a one-year pre-vocational educational program (BvB) of the Federal Employment Agency. The BVJ exists in Baden-Württemberg, Bavaria, Hamburg, Mecklenburg-Vorpommern, Lower Saxony, Rhineland-Palatinate, Saxony, Saxony-Anhalt, Thuringia and Saarland. Similar offers exist in the other federal states, for example the vocational orientation year (*Berufsorientierungsjahr* - BOJ) in North Rhine-Westphalia or the vocational qualification course (BQL) in Berlin.

The pre-vocational training year is for graduates who are full-time compulsory, but who have no or a poor secondary school diploma. It is particularly aimed at those with learning disabilities, the socially disadvantaged and with behavioral problems, and special education students are also an option. A BVJ improves the chances of the participants to successfully start their careers: On the one hand, they can fulfill their vocational compulsory education and acquire the *Hauptschulabschluss* or a comparable degree. On the other hand, they get to know up to three occupational fields in theory and practice.

BVJ participants usually attend a vocational school (vocational school or vocational college) from Monday to Friday. There they receive instruction in their chosen occupational fields and in general subjects such as German, religion, sports, social studies or economics. In addition, internships provide impressions of the practical side of working life.

The vocational preparation year ends with a final examination in general and vocational subjects. In order to obtain the *Hauptschulabschluss* (or an equivalent degree), there are usually additional exams in German, Maths and possibly English.

A training allowance is not paid for a career preparation year. Under certain conditions, however, vocational training allowance (BAB) can be applied for.

Anyone interested in a BVJ should first clarify which schools offer lessons in the desired occupational fields. Possible areas are for example "Agriculture", "Office", "Construction Engineering", "Chemistry, Physics and Biology", "Printing Technology", "Electrical Engineering", "Nutrition and Home Economics", "Automotive Engineering", "Color Technology and Interior Design", "Horticulture", "gastronomy", "health and care", "wood technology", "personal care", "metal engineering", "textile technology" or "economy and administration".

The registration process usually runs directly through the BVJ provider, rarely via the main or special school attended so far. Usually, applicants must submit their final school records, CV, and cover letter. Many schools provide information and registration forms on their homepage.

### **Entry qualification (*Einstiegsqualifizierung* – EQ)**

There is the possibility to carry out an in-house entry qualification (EQ), which is a social insurance covered internship. It is intended to prepare young people and young adults for an apprenticeship who have already opted for a specific occupation. In the company, they are introduced to the appropriate training content and can demonstrate their skills. Such an internship lasts between six and twelve months. The participant will receive a small compensation by the company.

In this period of six to twelve months, participants can not only get to know a training occupation, but also a potential employer. Conversely, companies have the opportunity to get to know a future trainee or employee first in their daily work before offering him a training or employment contract.

If training is linked to the EQ, the training time can be shortened by up to six months.

The content range of more than one hundred EQ offers ranges from "making of mask parts" to "economy and administration". As part of the "Alliance for Training and Further Education", the economy has set itself the goal of offering 20,000 initial qualifications every year.

#### 2.3.4 Dual system of vocational training

After having finished schooling, one basically has two options to choose from in order to receive qualified vocational training: study at a university or do a training in a state-recognized occupation. Most state-recognized training occupations - currently about 326 - are structured according to the dual system. In order to start an academic programme at a university in Germany, there are fairly high restrictions: one has to finish High School with an *Abitur* diploma, which requires at least 12, sometimes 13 years of schooling (see also Background report) including learning at least two foreign languages. Language requirements to be able to follow university studies are very high; most refugees who have come to Germany with little or no German knowledge and who have been learning the language only for a few years generally do not fulfil the requirements to be able to successfully complete such a program.

The good news though is, that there are other ways in order to receive equivalent qualifications with similar career and income prospects. The following chapters will describe these possibilities.

The training occupations in the dual system can be divided into five training areas:

- industry and commerce (including bank clerk, office clerk, IT specialist, industrial mechanic / industrial mechanic),
- craft (including optician / optometrist, baker / baker, photographer / photographer, hairdresser / hairdresser),
- agriculture (including forest landlord, gardener / gardener, housekeeper / housekeeper),
- public service (including specialized staff / spa clerks, judicial or administrative / administrative staff),



- liberal professions (including medical assistants, medical clerks, tax clerks, clerks, notary clerks).

Depending on the apprenticeship, dual training usually takes between 2.5 and 3.5 years, with a three-year training period being the norm. The school leaving certificate and the benefits during the training can have a lasting effect and can also lead to a shortening or extension of the training.

The two-part form of the training takes place at different training places: In a training enterprise practical knowledge and skills are imparted, in the vocational school the theoretical knowledge as well as some general education subjects. The apprentices are employed by the company and receive training allowances. Most state-recognized training occupations (currently about 326) are based on the dual system. Nationwide training regulations according to the *Berufsbildungsgesetz* (BBiG) and the *Handwerksordnung* (HwO) ensure that apprentices acquire the same knowledge and skills and end up with the same qualifications.

In every dual apprenticeship, the apprentice receives monetary compensation from the training company. One of the major advantages of a dual training is thus the salary that apprentices receive from day one of the training. For many training occupations and trades there are collective agreements, which determine the training allowance throughout Germany. In addition, there is the possibility to receive financial support during the training through the vocational training subsidy (*Berufsbildungs BAföG*<sup>8</sup>).

How much you earn during your training depends on many factors: for example, the industry in which the training is completed and whether there are collective agreements to which the training company is bound. Furthermore, the salary usually increases every year, so that you earn the most in the third year of training. In Germany, tariff training allowances in 2018 averaged € 908 per month. Often, the remuneration for eastern Germany (the former DDR) and western Germany differ. In western Germany, tariff compensation in 2018 averaged € 913 and in Eastern Germany € 859. The following professions are particularly well-deserved: bricklayer, mechatronics engineer, industrial mechanic, insurance and finance merchant. A bricklayer, for example, earns € 1,159 on average a month, and a barber only € 584. The minimum wage does not apply to trainees, because they are not in a job, but in an educational relationship.

### **In-company training**

The basis for in-company training is the respective training regulation of the profession. The training in the company takes place on three to four days per week; on one to two days (state regulations: depending on training occupation and training year) the trainees will attend a vocational school. Alternatively, some training occupations are organized in so-called block lessons. This means that the trainee or apprentice is in school for up to eight weeks at a time. It is often supplemented by inter-company training, which takes place in the workshops of the

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<sup>8</sup> <https://www.bafög.de/de/allgemeine-infos-367.php>.



trade guilds and chambers. These inter-company courses are intended to compensate for the training deficits that have arisen due to the specialization of many companies. The duration of such courses can be three to four weeks per year. Some training courses are prescribed in the respective training regulations (eg welding courses for car mechanics), others are voluntary.

### **School education**

Vocational school education is subject to the school supervisory authorities of the federal states and the respective curricula, which in turn are based on the framework curriculum. Framework curricula are released by the *Kultusministerkonferenz* (Standing Conference of Ministers of Education of the federal states), but the basic right is that the respective states can adapt the curricula individually.

General tasks of the vocational schools are:

- the imparting of theoretical knowledge
- the deepening of general education
- and the awarding of career entitlements (educational qualifications)

The visit to the vocational school usually includes twelve lessons per week, which would be equivalent to two school days. Vocational training includes a theoretical and a general part. The general subjects in all professions include German (communication), politics (social studies), sports (health promotion) and, occasionally, religion (questions of life, values, norms). This emphasizes again the importance of German language skills as already mentioned above, as all the subjects are taught in German, which requires not only occupational related technical language skills but also being able to understand complex texts related to social topics which requires a complex language command level.



## Exams

During the vocational training an intermediate examination is to be taken, which should show the success of the previous training. This takes place approximately in the middle of the training. At the end of the training is the final exam, in which the trainee must prove their professional competence. In trade professions, the final exam is traditionally a journeyman's exam. The examinations are organized by the delegated authorities, e.g. in the commercial sector the Chambers of Crafts (*Handwerkskammer*) and Chambers of Commerce and Industry (*Industrie- und Handelskammer*). They are carried out by the exam boards appointed by the Chambers. Registration for the examinations takes place in accordance with the applicable examination regulations either by the training company or by the trainee himself. The documents required for registration are also different depending on the examination regulations, but must at least contain:

- Copy of the vocational training contract
- Copy of the last vocational certificate
- Training certificates or report books
- Certificate of participation in further measures, both external and external

The written interim and final examinations are uniform nationwide, e.g. they are carried out simultaneously and with task sets that are identical for the respective profession. The main advantage of the central exams is that all apprentices in a profession are tested nationwide with the same tasks. This ensures that the examinations are objective and that the respective examination results are comparable nationwide.

In-company and vocational school learning requires flexible communication skills. Adequate language skills, including professional vocabulary, are essential for learning and working both at the vocational school and in the workplace. This includes oral speaking (eg presentation of

### Chamber of Commerce and Industry – *Industrie und Handelskammer (IHK)* / Chamber of Crafts – *Handwerkskammer (HWK)*

What is their role in dual training? They

- check whether the company meets all the requirements to be able to train in certain occupations. For example, there must be a qualified instructor on site. Sometimes, the company needs certain machines to teach you jobs in your job, and so on. Once that's settled, there's nothing in the way of training.
- check whether the contract you have signed with your training company complies with the legal regulations and that everything is correct. If everything is okay, the contract will be officially registered with the IHK/HWK and sent back to your company.
- are your primary contact for everything related to your training. For example, if you have problems with your training company, or if you have questions about examinations, further education or your training regulations, then you can contact your IHK/HWK. Sometimes apprentices and training companies argue in such a way that there is a conciliation hearing - this too is organized by the IHK/HWK.
- organize intermediate and final exams. Also, they make sure that your written exam will be checked and graded in a certain amount of time. However, the exams are graded by an Examination Board consisting of honorary members (not IHK/HWK staff).
- issue your official IHK certificate if you have passed all the exams.

professional content / conversations with customers) as well as written language (eg formulation of specialist texts / writing of offers etc.). In the certain professions, this includes an occupational language with a specific terminology of the occupational group. Technical language presupposes a vocabulary behind the vocabulary and is based on exact formulations. In particular, the textbooks in the vocational school are written on a high level and require a high degree of technical language. Learning the jargon is a prerequisite for a successful professional qualification as well as for professional communication in the company.

Therefore, a minimum level of language skills must be demonstrated in order to be able to follow the content in the vocational school and pass examinations - both written and oral - successfully. According to the German Chamber of Industry and Commerce (DIHK), a B2 German level is the minimum requirement for successfully completing dual training. This applies among other things to the training for example as a cook. In some occupations that have a high standard of aspiration, one would even need a C1 level, which comes close to the language skills of a native speaker. The intermediate and final exams in the training can only be written in German.

### 2.3.5 School based training system

School-based or full-time school education: This takes place at vocational schools, vocational colleges or specialized academies. The vocational schools are usually under the supervision of the individual federal states; so there are no uniform rules and the schools are difficult to compare.

In the course of the training there are usually obligatory practical phases (for example internships). Apprentices can apply for financial support according to the Federal Training Assistance Act (BAföG). There are, among other things, schooling in the areas of technology (for example, state-certified computer scientist), health (for example, nurse or nurse) or education (for example, educator). Legal basis are the national school laws.

Most apprentices at vocational colleges have a secondary school diploma, but sometimes also secondary school students are taken. Depending on the vocational school you also have the opportunity to catch up on your secondary school certificate or even the Fachhochschulreife parallel to the training. In that case, you will not only go with a vocational education, but also with a high school diploma from the vocational school.

At some institutions you also have to do an aptitude test for the admission. In the health sector, moreover, health certificates are often expected. Sometimes a minimum age is required, which is usually between 16 and 18 years.

Attention: There are fixed registration periods for school education, which can be very different at the vocational schools. Here it is worthwhile to inform yourself in time!

Here's a selection of jobs you can take with a vocational school education:

- Medical-technical assistant



- Biological-technical assistant
- Nurse
- Caregiver / in
- Physiotherapist / in
- Educator
- Social assistant / in
- Scripture interpreters / in
- Interpreter
- Media Assistant / in

As a rule, you will receive a state-recognized and thus full professional qualification. It is important that you make sure that this is recognized throughout Germany and not only in the corresponding state. The final exam consists of a written and a practical oral exam.

The training period varies between one and three and a half years. The duration is also influenced by the degree you have brought with you: the higher this is, the shorter the time at the vocational school.

In addition to the state vocational schools, there are also private institutions. Here you have to reckon with fees to do your schooling. Although you usually do not pay school fees at a state vocational college, you usually do not receive any remuneration - an exception here is, for example, training as a health and nurse, which is remunerated.

Since the companies determine the access to training as gate-keeper, it is particularly important that the refugees meet the requirements of the companies for entry into an in-company training. Lack of knowledge of German, a lack of professional experience and qualifications, a high level of care, lack of legal certainty and other factors mean that the companies often do not directly include refugees in training. Rather, businesses are taking a measure to provide training to help refugees find their way into training, while giving refugees the opportunity to improve their language and skills. In many cases, companies offer internships or introductory qualifications (EQ). The internships and introductory qualifications serve in this sense to ensure that the refugees meet the company requirements for admission to training. After successful completion of these internships or introductory qualifications, the companies will again check whether admission to an apprenticeship is possible.

### 2.3.6 How to make the transition: Applying for dual training

According to the law, there are no specific prerequisites for learning a profession according to the dual training system. In principle, according to *Berufsbildungsgesetz* - BBiG every person can complete any dual training, regardless of gender, age or school graduation. There is however one prerequisite in order to start a dual training: you have to close a training contract with a training company. However, dual training places are limited in many regions in Germany and the demand is greater than the supply. If this is the case, the companies set the

requirements and select the best candidates - also by type of school leaving certificate and grades.

Many companies start their search for apprentices at the beginning of their apprenticeship year. They usually announce their dual apprenticeships a full year before the start of training. Career orientation should therefore be started at an early stage so that it is clear which profession could be the right one. The applications will then be sent directly to the selected companies. It is advisable to send several applications to several companies. It is also important to note that the job advertisements usually have deadlines, which must be observed. The job advertisements provide important information about the company, the tasks, the required profile, the application deadline and the application form (online or by mail).

Contact with potential employers can be made in a variety of ways, from your regional employment agency's employer service or job center, to schools, education providers, volunteer initiatives, to online job boards specifically designed for refugees. There are three typical ways for employers to find apprentices with a refugee background: via the Federal Employment Agency or the job center, through a welcome guide or through a volunteer initiative on site. These routes should also visit the refugees themselves to get in touch with employers. The following figure gives an overview of possible ways to contact employers:

You can find job advertisements for open training places: at training place exchanges, online in job portals, via friends and family, in newspapers and advertisements and on the homepage of companies. In addition to popular online job exchanges such as the job board of the Federal Employment Agency (<http://jobboerse.arbeitsagentur.de/>) there is [www.workeer.de](http://www.workeer.de), a job board, which was specially set up for refugees. There, employers can offer apprenticeships and look for suitable candidates in their area. At the same time, the refugees can also publish job applications that employers can review. In addition, the path can be via social media, where both employers and refugees are frequently represented.



→ **Further Informations:**

- Worker: Online-Jobbörse für Geflüchtete  
<https://worker.de/>
- Career4refugees: Online-Jobbörse auf Initiative von Telekom und den Plattformen Jobware und Jobstairs  
<http://www.careers4refugees.de/>
- Work-For-Refugees: Angebot des Paritätischen Wohlfahrtsverbands Berlin sowie der Stiftung Zukunft Berlin  
<https://work-for-refugees.de/>
- Jobs 4 refugees ist eine weitere private Initiative <https://www.jobs4refugees.org/>

How companies now train refugees in practice will be demonstrated by two best-practice examples from the business world:

**Best Practice: "Start in the profession for refugees" of Evonik Industries AG (Marl)**

The Chemical Social Partners (BAVC & IG BCE) launched in 2000 the initiative "Start in the job". The initiative supports young people who have not found a training place and who are still lacking the prerequisites for successfully taking on company-based training. The measure will support young people for 6 to 12 months in a chemical-social partner company. Through the interaction of company practice, theoretical instruction and socio-pedagogical support, the young people should be enabled to take up a qualified vocational training.

The main objectives of the action are:

- to give the participants the opportunity to review and assess their abilities, skills and interests with regard to a possible career choice, primarily in the chemical industry sector,
- the participants have the necessary knowledge and skills to take up initial vocational training (possibly also by obtaining a secondary school diploma or equivalent - if not yet available or not recognized in the case of refugees) or - if this is not (yet) possible - to arrange for employment and
- to integrate the participants as sustainably as possible in the training and / or labour market.

Evonik Industries AG has modified the measure "Start your career" with regard to the special needs of young refugees for the measure "Start in the occupation for refugees". Permanent cooperation partners of the modified vocational preparation measure at the business location Marl are the following institutions:



- Employment agencies Recklinghausen and Marl (AA) (assistance in the selection of applicants)
- Creos Lernideen und Beratung GmbH in Hamm (Social Education)
- Hans-Böckler-Berufskolleg in Marl (HBBK) (accompanied by school lessons)
- Supporting Association of the Chemical Industry (UCI) in Wiesbaden
- Sozialdienst Katholischer Frauen e.V. (guardianship for unaccompanied minor refugees) "

The concept of the action includes the following four core elements:

- Testing (professional aptitude assessment)
- Socialization level (basic element introductory weeks)
- Qualification level 1 (basic element "basic vocational skills and knowledge")
- Qualification level 2 (vocational and company-oriented qualification).

The qualification measure takes place in the Evonik training center, in various companies of the chemical park, in the local vocational school and in participating institutions in support of socio-educational support.

The concept of vocational preparation measures has been modified pedagogically in many parts for the target group of refugees:

- Content-curricular extension, to the values, norms and customs prevalent in Germany generally and especially in the professional world
- Reduction of individual work and replacement with partner and group work to increase the opportunity for communication and interaction
- Simplified drafting of written texts to facilitate the understanding of the tasks
- Additional German lessons for participants with insufficient language skills

Another conceptual component was the decision not to install a separate refugee group. The refugees were distributed among the three starter groups. That is an important part of the successful integration.

Through such modifications, it is possible to adapt existing pre-employment measures to the specific needs of adolescent refugees, thus improving the opportunity for participation.

### **Best Practice: mentoring / sponsorship program of Gewobag Wohnungsbau-Aktiengesellschaft Berlin**

Mentoring or sponsorship programs shape the relationship between a mentor and one / more mentees. For example, as part of a mentoring program, a refugee is assigned to a person from the host country who acts as a mentor. The mentors can have different tasks and functions: Firstly, mentoring programs have become established as a popular method to make it easier for new employees to get started in the first months of training (at work). The mentoring program i. d. R. beyond the involvement of experienced colleagues. In this way, the mentors give guidance to their mentees, enabling them to benefit from their practical experience and to learn new skills that are difficult to convey theoretically. In addition, the mentors contribute

to the social integration of mentees into the company and its corporate culture. Especially with regard to immigrants (and in particular refugees), mentors can also help their mentees find their way around the company, on the labour market or in the institutional structure of the host country outside the company. In addition, the work of the mentors can also allow the participation of the mentees in the personal networks of the mentors (eg leisure / cultural offers, placement of potential employers from the circle of acquaintances).

The central objective of the pilot project "Vocational training - key factor for successful integration of refugees" of Gewobag Wohnungsbau-Aktiengesellschaft Berlin is the successful integration of refugees through the individual development of work and training ability. The company has developed a multi-level concept to show structured and transparent access to vocational training.

With regard to the individual support of refugees, this concept is particularly interesting for the accompanying structures, which act on the one hand at the level of the project managers and on the other hand at the level of the employees. The project managers use a variety of communication channels to create transparency in the company about measures to support refugees in order to strengthen their internal support. From the beginning of the internship, a special advisor for diversity and training and the training management will accompany the training progress. At the level of the employees, the support begins with trainees who also have an immigration history and should serve as motivating role models. Later, in-house mentors accompany the program as role models. Furthermore, there are mentors in the individual departments who should have a multiplier and ambassador function for the project. After takeover of the apprentices, they will then also be used as mentors. Vocational training staff or sponsors and mentors are supported by coaches and diversity training in their projects.

### 2.3.7 Recognition of existing qualifications

For those who come to Germany with existing qualification certificates, the German government has put in place a procedure to have these qualifications recognized in Germany. This means, that existing qualifications can be recognized as equal or partially equal to a German qualification.

In order to understand this procedure, it is necessary to understand what is meant by "regulated professions" in Germany. For professions whose performance is subject to particularly high social demands, the legislator has restricted access through legal regulations (→ regulated professions). A profession is regulated when access to the profession and the exercise of a profession are bound by legal and administrative provisions to provide evidence of a particular qualification or the professional title is protected by law. For example, medical professions, legal professions, the teaching profession at state schools as well as professions in the public service are regulated. In short, if you do not have a qualification certificate as a medical doctor which has been recognized IN GERMANY, you are not allowed to work as a medical doctor in Germany nor are you allowed to carry such a title officially.



The good news is though: Most professions in Germany are not regulated. Nevertheless, as stated above, the labour market in Germany is regulated strongly by qualification certificates. Thus, for any profession, regulated or unregulated, to have a recognized certificate is always helpful when trying to enter the first labour market as a recognized certificate or degree can help employers assess the applicants qualifications in comparison to other applicants.

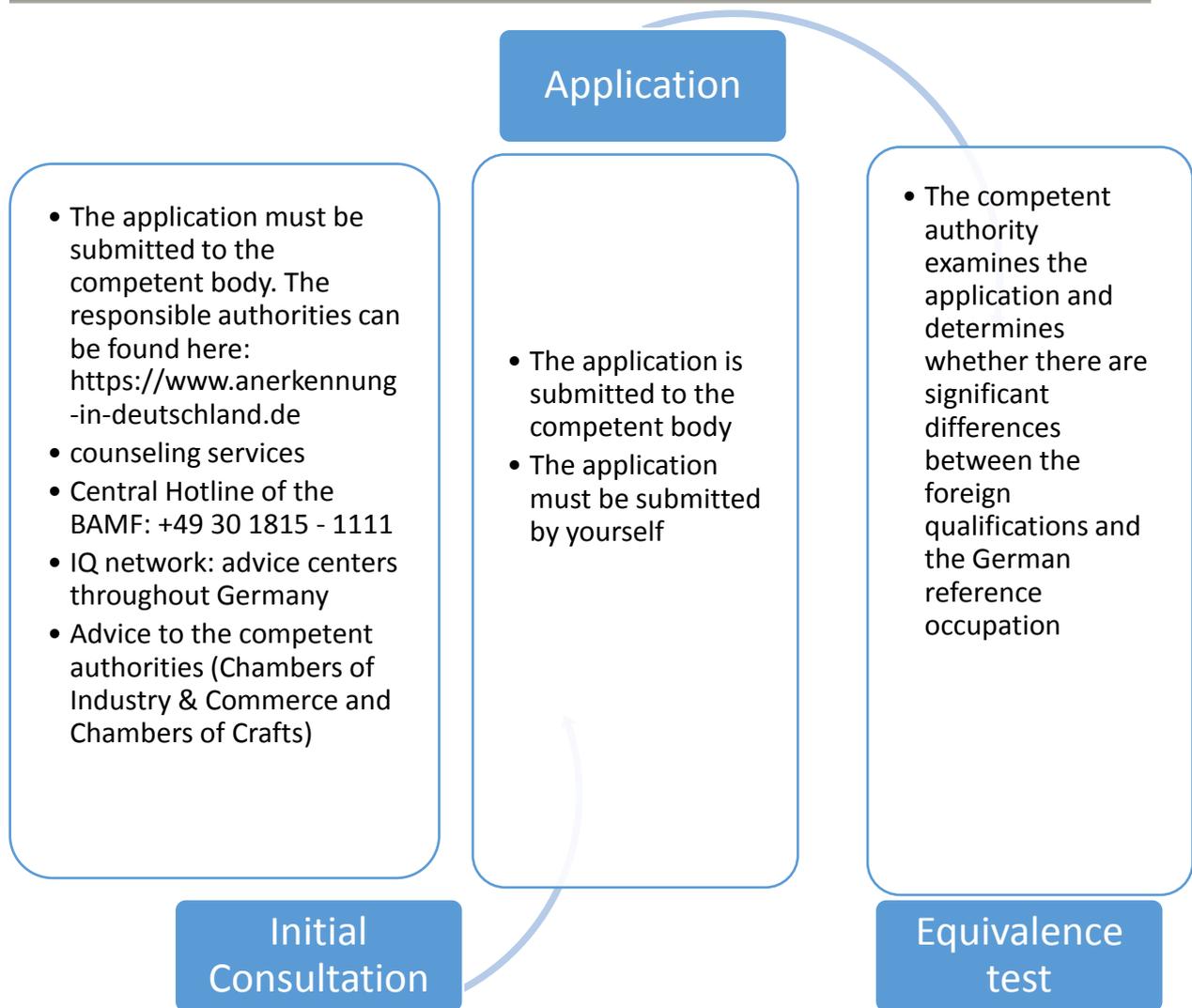
**→ Further Informations:**

Overview reglemented vocations: <https://berufenet.arbeitsagentur.de/berufenet/faces/index?path=null/reglementierteBerufe>

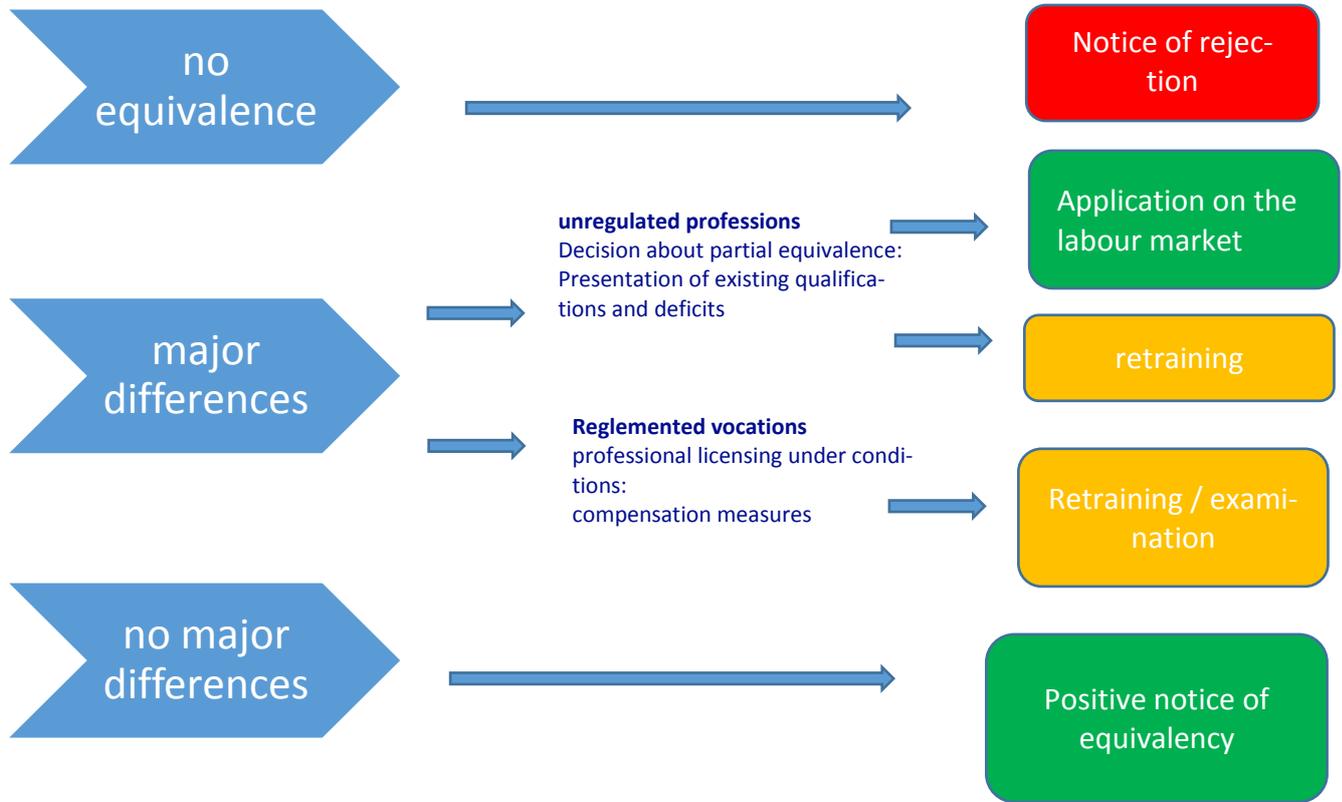
The recognition of existing foreign professional qualifications is an important step for the qualification of occupational integration of refugees. With effect from the entry into force of the "Law on Improving the Establishment and Recognition of Professional Qualifications Acquired Abroad" (Recognition Act), all persons who have acquired a certificate of competence abroad and wish to pursue employment commensurate with their professional qualifications have a legal right to a recognition procedure in Germany - regardless of nationality, state of education, residence status or residence (§ 2 Recognition Act). In accordance with uniform criteria and a uniformly regulated procedure, it is assessed whether the qualification obtained abroad is equivalent to the corresponding qualifications to be obtained in Germany.

Foreign university degrees that are not a prerequisite for the pursuit of a regulated profession (eg "economist" or "sociologist") have no professional recognition procedure. For these academic degrees, however, there is the possibility of an individual certificate assessment by the Central Office for Foreign Education of the Conference of Ministers of Education.

The recognition of foreign degrees should be done through the following three steps:



After the equivalence test, the applicant receives a decision stating where there is a match or a mismatch between the occupations. This results in the following options:



→ **Further Informations:**

In the information portal of the Federal Government "Recognition in Germany" under [www.anererkennung-in-deutschland.de](http://www.anererkennung-in-deutschland.de) all ways and information for the recognition of foreign vocational and educational qualifications in nine languages are compiled.

Information on the recognition of foreign educational qualifications is available from the Central Office for Foreign Education at [www.anabin.kmk.org](http://www.anabin.kmk.org).

You will find information on the advice on the recognition of foreign degrees locally in the "Integration through Qualification (IQ)" funding program at [www.netzwerk-iq.de/anererkennung/beratung.html](http://www.netzwerk-iq.de/anererkennung/beratung.html).

The Recognition Finder of the Federal Government makes it very easy to find out for most registered professions which recognitions are absolutely necessary and which authority can support them in their recognition. [www.anererkennung-in-deutschland.de](http://www.anererkennung-in-deutschland.de)

For those whose certificate is judged to have major differences to the German qualification, there are several options. Concerning unregulated professions, the first option of course is simply to apply on the labour market with the foreign degree. There are more promising options though, which are described in the following two chapters.

### 2.3.8 Adjustment qualification

If significant differences between the foreign professional qualification and the German reference profession are determined, these will be listed in the decision on equivalence assessment. If the German reference qualification falls within the scope of regulated professions, the competent body must indicate a compensatory measure with which these differences can be compensated. Some competent authorities also describe these measures in non-regulated professions. This is a starting point for further action for you. Compensation measures may be adaptation or proficiency tests for certain activities.

Customized adaptation qualifications can be, for example, an internship, further education courses or inter-company instruction. When selecting the right adaptation qualification, each applicant must be individually taken into consideration.

#### → Further Informations:

An overview of the local, regional and supraregional range of seminars and further education as well as detailed information on the individual training providers can be found in the education and training database KURSNET of the Federal Employment Agency (<https://kursnet-finden.arbeitsagentur.de/kurs/>). The regional IQ networks (<http://www.netzwerk-iq.de/>) also offer information on adaptation qualification courses and promotion.

### 2.3.9 External examination - *Externenprüfung*

An alternative to the recognition process is the external examination. Under certain conditions, the Vocational Training Act (*Berufsbildungsgesetz* - BBiG) provides for the possibility for taking part in a final examination for a recognized training qualification without prior vocational training ("admission in special cases", § 45 (2) BBiG). The possibility of the so-called external examination exists in the regulated professions (e.g. dual training occupations such as office clerk and others). If external participants pass the journeyman or final exam by attesting to their professional capacity to act, they acquire a recognized German vocational qualification in accordance with the *Berufsbildungsgesetz* (BBiG) or *Handwerksordnung* (HwO). With the degree, they can then apply for a job.

The following prerequisites for admission to an external examination must be met:

- Proof of the duration of employment in the profession at least one and a half times the prescribed training period (ie four and a half years for a three-year training occupation). This can be done, for example, by employment certificates, employment contracts, but also by other means of proof (for example, business registrations with self-employed persons). Also the proof of training periods in another relevant training occupation is considered.



- If proof of this minimum time is not possible or not completely possible, admission may also be granted if the person credibly demonstrates by means of credentials or otherwise that he / she has acquired the professional capacity to justify admission to the examination. It also takes into account certificates on foreign educational qualifications and periods of employment abroad.

### 2.3.10 Career opportunities & permeability

#### **Integration stories: Ismael**

Ismael, 23 years old, has studied medicine for one year in his home town in Tunisia before coming to Germany. Ismael has always been an overachiever, graduating top of his class from his high school. His father was a doctor as was his grandfather, so Ismael is set on following the family tradition and also becoming a doctor. Ismael came to Germany together with his younger sister, who is 14 years old and still goes to school. Their parents have both died and so the two have no one to support them, so Ismael works part-time at a hotel part time in order to support his sister going to school. Ismael applies for medical school in Germany, but gets rejected. He does not understand why he cannot study in Germany, as he had already completed two semesters in Tunisia. His placement officer at the BA explains to him, that studying medicine in Germany requires not only the highest grades in high school but also a High-School certificate equal to the German Abitur Diploma. With his school certificate, Ismael will not be able to study medicine in Germany.

Nevertheless, the placement officer has good news for Ismael: He can start a training in the health sector and become a nurse. Ismael is disappointed because his dream was always becoming a doctor. Then his placement officer asks him how he intends to support his sister when going to university, but Ismael does not know that himself. The placement officer proposes to Ismael, to reconsider nurse training and he has all the arguments on his side: nurses are desperately needed in Germany and there are good opportunities for receiving financial aid when starting a training in that sector. Also, with a certain amount of practical work experience as a fully qualified nurse, Ismael can still seek his dream of becoming a doctor thanks to the permeability of the education system.

In the introduction, it was described that when starting a professional career in Germany, one should make a decision between an academic career and a dual training. However, this decision is not a final one, as improving the permeability of the education system has become a central field of action for German education policy in recent years. The aim is to create a variety of transitional opportunities from professional to academic as well as from aca-

democratic to vocational training. This means individual opportunities for advancement and further education, which should also lead to educational justice within the German vocational training system.

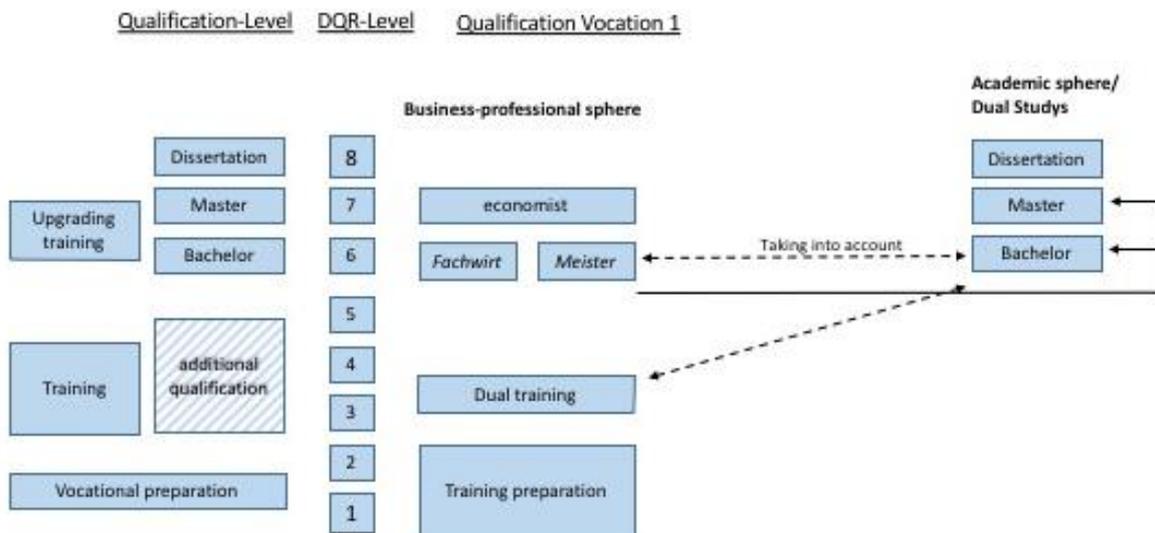


Figure 6: Opportunities for advancement and permeability in vocational education in Germany<sup>9</sup>.

The illustration presented in Figure 6 describes the possible paths before / after a dual training. Thus, after a dual education, there is the opportunity to complete vocational training upgrades or additional qualifications, as well as to complete a degree course. However, again there are special rules for access to higher education. For example, it is only possible for a person who has successfully completed a dual training according to the Vocational Training Act *BiG* to achieve subject-specific access to a full university or to a university of applied sciences. For this you must have completed at least a two-year vocational training as well as three years of [relevant] professional practice. But: As you can see, the way to the top is open and a vocational training also makes it possible to study at a university.

A special form of professional development is advancement training. Career training in Germany is a type or measure of continuing vocational training that is usually based on completed vocational training and should qualify for the performance of a task with a larger area of responsibility or higher remuneration. These include, for example, professional training without a final exam or a further education with a final exam, for example to a master craftsman, industrial master, specialist or specialist.

<sup>9</sup> based on Dobischat et al., 2016.

### 2.3.11 Entering the primary labour market



If the apprenticeship is coming to an end, the companies have come to know the trainees and their potential intensively during the training period. As a refugee, the interview with the employer should be sought in good time before the end of the training period so mutual feedback can be given and joint plans for the future discussed. Here it should be discussed whether further employment after the training is eligible and entry into the primary labour market can be completed. It may also happen that the final exam of the training is not passed. However, the training did not finally fail. The vocational training relationship may be extended to the re-examination by a joint application from the company and trainees to the competent chamber, but for a maximum of one year. An unsuccessful final exam can be repeated twice.

Access to the labour market for refugees is basically regulated as follows:

Refugees with a residence permit have full access to the labour market. However, since the residence permit is limited, access to the labour market is limited.

- Refugees with a tolerance (tolerated) and refugees with a residence permit (asylum seekers) have limited access to the labour market. Since the toleration and the residence permit are temporary, the access to the labour market is limited.
- At the end of the 3-month waiting period, employment is possible. After a 15-month legal stay in Germany, the Priority Examination by the Federal Employment Agency is no longer required; in the approval procedure, only the employment condition test is carried out. The permission of the immigration office is still necessary. After a 4-year legal stay in Germany, approval by the Federal Employment Agency is no longer required. So there is no more priority and employment condition test. The permission of the immigration office is still necessary.

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### 3. Work place integration

Although, work place integration is not part of the I.ReF.SoS. project concept, the subject should be mentioned briefly, since ideally, a successful labour market integration is followed by a smooth work place integration in the company.

The following text<sup>10</sup> is a partial result of the project “MaWIC - Facilitating Migration and Workplace Integration with Qualified Personnel and Concepts”. The text is conducted to completing the labour market integration cycle illustrated in Figure 2. For more information about work place integration and the

#### 3.1 Model for the Conceptualization of Workplace Integration

##### Summary

Workplace integration is a comprehensive, time-consuming integration process at work and at the workplace (micro-level), which takes place in different areas and is influenced by factors on the macro level. Work place integration means that these areas are perceived and dealt with simultaneously and jointly by employers, colleagues and migrants in a context-specific and situation-specific manner at the micro level. Migrants have to make their own contribution, whereas the role of the employers and colleagues is in their support. The integration process takes place both on an externally visible (behavior, communication) and on an inner, psychological level, which includes the emotions and attitudes of all involved.

#### 3.1.2 Workplace Integration

##### The development of the conceptualization

Starting point for the conceptualization of workplace integration<sup>11</sup> are the results of the needs analysis carried out in the project "MaWIC - Facilitating Migration and Workplace Integration with Qualified Personnel and Concepts" (for more information on the project see [www.project-mawic.eu](http://www.project-mawic.eu)). A total of 31 people from the groups of employers, social partners, coaches and migrants were interviewed in the five project countries to assess the needs and status quo in the practice of workplace integration in companies. Previously, extensive Internet research had been carried out in the countries, which served as a basis for the preparation of the questionnaires and supplemented the interview results. The results are not representative, but they show important factors for job integration.

The scientific basis for the MaWIC project is the *Model of Cultural Learning Formations* (Robak 2012), which was developed in research with expatriates. The results of the interviews with the changed target group (migrants instead of expatriates) show differences in some points. In addition, the focus of

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<sup>10</sup> Unpublished working paper from MaWIC Project, [www.project-mawic.eu](http://www.project-mawic.eu)

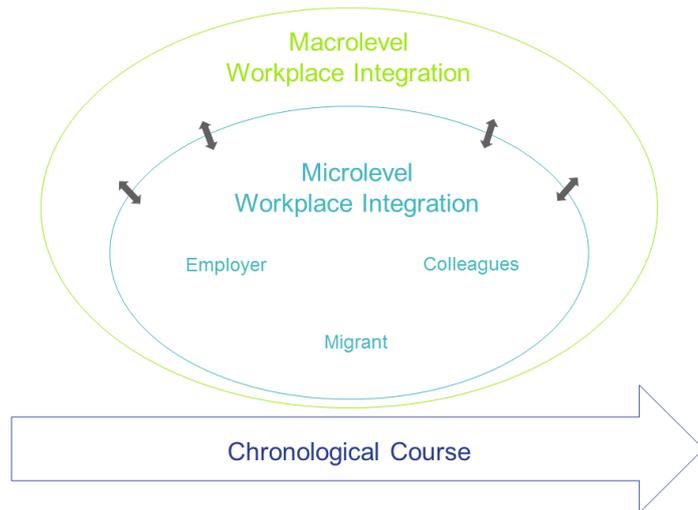
<sup>11</sup> The present conceptualization of workplace integration deals with the integration process of migrants. There are also other groups in diversity environments who need integration. These are not considered in this conceptualization, but their integration is equally important.



the project is on workplace integration, whereas the *Model of Cultural Learning Formations* focuses on the whole integration process. The conceptualization of workplace integration in the following model takes over the focus of the project and directly incorporates the results of the needs analysis. At the same time, references are made to the *Model of Cultural Learning Formations* since the project results largely confirm the model, but restructuring is necessary for further work in the project.

### Conceptualization

From the results of the needs analysis of the MaWIC project and the theoretical basis of the *Model of Cultural Learning Formations*, it emerges that integration in the workplace takes place via suitable corporate structures and in interaction between employers, colleagues and the migrant. In the conceptualization, this core of the integration process is described by the micro-level. In addition, there are influencing framework conditions, e.g. by politics, the labour market or media, which are not necessarily directly noticeable in the everyday inte-



gration tasks, but which indirectly influence the integration process at the workplace. These framework conditions are mapped at the macro level. The micro level and the macro level look at structures, influences and attitudes at a certain point in time. However, integration is a task over a long period of time that must take changes at both levels and in the personal lives of the actors into account, since integration can be influenced by changes both positively and negatively. Therefore, the conceptualization incorporates a third dimension, the temporal dimension, which can represent processes of change.

### Micro level of workplace integration

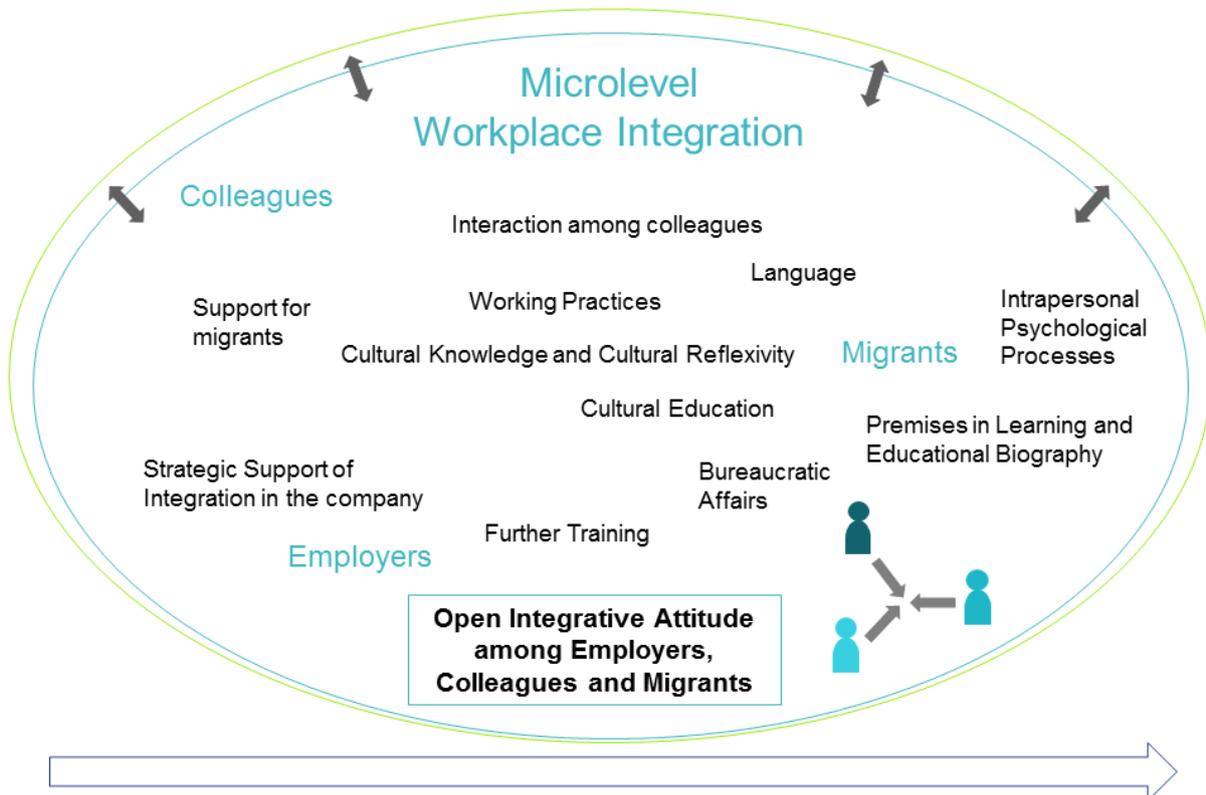
The micro level of workplace integration focuses on the workplace with its structures, working practices, relationships and interactions. In short, the micro-level describes the basis of the integration process at the workplace. Three groups of actors (blue) are important: employers, colleagues and migrants. The results of the needs analysis have revealed various factors (black) that characterize job integration and must be perceived and served by the three groups of actors in a context-related and situation-specific way. Not every area is dealt with equally by all actors, but only those aspects of the area that are accessible to the specific group of actors.

Example language: Actively learning the national or working language is obviously the task of the new employee (migrant). Colleagues can contribute to this integration task by using a simple language, explaining words and concepts and by being patient with the learner. Employers for example can support the language learning process by taking the times of a language courses into account when planning the working hours, by providing learning materials or by giving financial support.

The single factors are initially neutral, but they can have a positive or negative effect. Depending on the individual design of a factor, which is controlled by the actors, it influences the integration process

positively or negatively. In the diagram, the factors are arranged in a way that indicates the main responsibilities for the areas. However, the responsibilities cannot be clearly defined and assigned, but must be negotiated. Thus the arrangement of the factors can vary according to the situation and therefore it represents only a basic pattern that must be adapted to the respective situations in companies.

Particularly to be mentioned is the open and integrative attitude of all those involved, migrants as well as colleagues and employers, which shapes personal behaviour. It is important as a cross-cutting topic for all integration factors. This attitude does not only refer to integration in the company, but represents a general attitude in dealing with other people. The positive attitude of the participants towards integration was clearly mentioned in the majority of the interviews. It includes an open and unprejudiced approach, mutual respect, willingness to help and support, active involvement of new people and allowing change in the company and in oneself, interest in new cultures, ways of working and rules and an optimistic attitude. Equally helpful are low expectations at the beginning of cooperation and patient interaction with each other.



The different factors are briefly outlined below.

*Psychological intrapersonal processes*

The integration process at the workplace is part of the overall integration process, which includes not only the workplace but also society and the living environment (neighbors, clubs, schools, etc.). In contact with people in the new culture, such as colleagues or neighbors, changes take place in one's own individual resources, behaviors and attitudes, which are referred to as acculturation (Thomas 2005, 79). There are numerous models that describe such acculturation processes (Zick 2010, 95) (examples of such models include among others Oberg's Culture Shock Theory (1960) or Ward's Acculturation

Process (1996) in: Zick (2010)). However, none of them is generally applicable to acculturation processes, since these processes cannot be described in general terms, but are dependent on the individual and his or her predispositions. What can be assumed, however, is an emotional positioning that underlies actions, learning and educational processes and can have a positive or negative effect on them (Robak 2012, 277). Emotional positioning is composed of the living conditions of a person, e.g. their professional and private possibilities, relationships, educational prerequisites and housing situation. The motivation for migration, the way in which a person decides to go to another country and cultural knowledge about the host country also contribute to the formation of emotional positioning. The regulation of emotions therefore plays an important role in dealing with people from different cultural backgrounds in the workplace (Robak 2012, 277).

#### *Learning and educational biographical prerequisites*

Educational processes develop over the entire life biography (Alheit und Dausien 2002, 578). Formal educational processes as well as everyday and biographical experiences and the living through of crises and transitions are processes in which education takes place. Learning throughout life history is therefore always tied to a specific individual biography. At the same time, learning is a prerequisite or medium for existing biographical experiences to be reflected by new events (Alheit und Dausien 2002, 578). Each biography is therefore at the same time a learning biography in which newly acquired knowledge is compared with existing knowledge, supplemented and reinterpreted (Siebert 2009, 26). The prerequisites for educational processes within the framework of integration work in a company are therefore highly individual.

Education takes place organized in institutions or implicitly (Alheit und Dausien 2002, 578). For integration in the workplace, formal qualifications acquired and evidence of them are important for finding a suitable job in a company in the first place. The fit between the qualifications acquired and those needed can be difficult. However, many learning processes take place implicitly or incidentally in everyday life and form patterns of experience and prerequisites for action without each individual situation being explicitly reflected by the person (Alheit und Dausien 2002, 578). The experiences a person gains from the beginning of his life, add up to an individual pool of knowledge, which is the basis for further learning processes and changes in the course of his life (Alheit und Dausien 2002, 579). Learning from adults can thus also be described as "follow-up learning", which means that existing thought and knowledge structures are expanded and differentiated by new knowledge (Siebert 2012, 23). Even critical life events, which may include migration to another country, may require a rethink or re-learning if old problem-solving strategies are no longer sufficient (Siebert 2012, 23).

#### *Language*

The aspect of integration most frequently mentioned in the interviews for the needs analysis is to master the national and working language on the part of the migrants. On the one hand, language enables communication with other persons as such, on the other hand it enables the disclosure of non-linguistic (cultural) capital such as education or, in particular, specialist knowledge for a task (Esser 2006, 403). These two aspects of language are influenced by contextual environmental factors. Depending on the following four factors, language competences are more or less significant for the activity to be performed.

- Cultural fit of the language with the field of work: A high level of competence in one language (L1) is not relevant if the other language (L2) is expected in the cultural environment and the mastered language (L1) is not spoken (Esser 2006, 404).



- Communication value of the language: A (worldwide) lingua franca such as English or Spanish increases the chance of employment in contrast to a language spoken only regionally such as German, Romanian or Turkish (Esser 2006, 404).
- Relevance of communication in an activity: In activities where communication plays less of a role, the effects of lower language skills are less serious than in activities that require high and good communication, such as consulting activities or journalism (Esser 2006, 404).
- Language productivity depends on form (writing vs. speaking): at least in functionally differentiated societies, knowledge of written language often plays a greater role than mere comprehension and speaking. They are often indispensable for an employment (Esser 2006, 404).

In addition to this understanding of language, language as a means of communication between migrants, colleagues and employers is important and essential for establishing and maintaining relationships. Because if a person can articulate himself and his thoughts and ideas are respected by other people, he experiences appreciation and becomes capable of action (Henkelmann 2012, 62). Language is the key for a person to make the country and its people accessible to him. It is the most important means of communication for interpersonal relationships between migrants and locals. Without it, it is not possible to participate equally in the social life of the country permanently (Kühn 2009, 104).

#### *Interactions among colleagues*

Integration into a company - of both migrants and non-migrants - always has a social component that should not be underestimated (Nicolai 2018, 167ff.). In the case of foreign employees who start their first job in the country in the company, their colleagues may be the first contacts with people in the new culture. Contacts with people in the working environment are of particular importance, especially when the induction period is exhausting and there is little knowledge about the living environment and contact opportunities. The contacts can be arranged differently: On the one hand, they can be established in the sense of "Doing Relationship by actively approaching others and investing in relationships (e.g. through joint activities) and, on the other hand, a parallelization of lifestyle factors can be developed"<sup>12</sup> (Robak 2012, 278), in which retreat into one's own culture and isolation from the culture of the surrounding majority society is practiced. The first of the two solutions enables the development of reliable relationship structures and thus provides psychodynamic stability, which enables individuals to perceive learning and educational processes. It thus also secures biographical design possibilities and can open up educational spaces (Robak 2012, 278). In addition, misunderstandings or conflicts are easier to resolve in good interpersonal relationships. Mentoring programs in which new employees have an experienced colleague by their sides who accompanies the induction process and is available to answer questions (Nicolai 2018, 170) are of particular importance for the integration in the company. The importance of this form of support was also confirmed by the interviews in the needs analysis.

#### *Working practices*

Working practices are everyday, social practices that arise in the course of work and can be organizationally and culturally diverse. Examples include the composition of employment contracts, workplace infrastructure, social and health care or organizational and management structures. They also include office grapevine and tea kitchen conversations, written and unwritten laws, knowledge of organizational structures, hierarchies, employment contracts and working hours.

There are various strategies for migrants to deal with the working practices they find (Robak 2012, 280):

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<sup>12</sup> literal translation from Robak (2012), 278

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- Enforcement of own working practices
  - Adaptation to existing practices and structures
  - Alignment in the sense of the constitution of a new culture which means that both sides - migrant and colleagues - contribute working practices; this results in mutual adaptation to existing structures and the introduction of new practices and ideas.
  - Negation of difference, cultural differences are not recognized as such.

Conversely, these are the same action strategies that employers or colleagues can expect from migrants. In order to achieve the goal of integration, the mutual acceptance and mixing of working practices of different cultures (hybridisation), it is essential to harmonise in the sense of the constitution of a new culture, since the other three alternatives each neglect one side or do not allow differences in the first place.

#### *Cultural knowledge and cultural reflexivity*

In modern working contexts, in which people from different cultural backgrounds work, knowledge of cultural differences, the ability to reflect on one's own and foreign cultures and the willingness to deal with one's own and the foreign culture and to work together synergetically become increasingly important. Communication about different practices and ways of thinking and behaving is important in order to be able to deal sensitively and appropriately with misunderstandings and conflicts. Knowledge about customs, e.g. fasting in Ramadan, celebrations, religion or different attitudes, e.g. towards women in leadership positions in other cultures, is also helpful in understanding the behavior or thinking of people from other cultures. There are now numerous concepts for intercultural training in working contexts that frequently work with models that compare or simplify cultures (e.g. Hofstede insights 2018; Bolton 2016) and thus attempt to greatly reduce the complexity of dealing with different cultures and present "simple and unproblematic" solutions (Messerschmidt 2012, 132). These intercultural trainings can be helpful. However, they should not be seen as an "all-encompassing program", as the situation with an individual can be quite different from the "typical custom of a culture". Interaction with individuals from other cultures is always individual and should be respected as such.

#### *Cultural Education*

Cultural education encompasses various ways of dealing with the target culture. It ensures that people can actively participate in cultural events (Gieseke 2005, 26). To this end, they develop various approaches to cultural areas, e.g. by learning to draw or to play an instrument (Gieseke 2005, 26). The aim of cultural education is "sensitisation, perception of difference, insight into blind spots, new perception and new forms of expression"<sup>13</sup> (Gieseke 2005, 30) in the new culture. The confrontation with culture promotes processes of individual culturality, which in turn helps to avoid feeling at the mercy of the circumstances, cultural specifics, changes and demands of the workplace. In contrast, it enables connections for one's own development (Robak 2012, 281), i.e. dealing with culture helps to understand the everyday working environment.

Cultural education can take place in an organized framework or have an informal character. Offers on the various approaches to culture (Gieseke 2005, 69-97; Robak 2012, 281), such as systematic-receptive access (e.g. active engagement with the country's history, religion, customs, politics), creative-self-acting access (e.g. Learning an instrument, artistic-creative activity) or offers that open up culture through intercultural-communicative means (e.g. intercultural exchange, understanding behavior and

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<sup>13</sup> literal translation from Gieseke (2005), 30

patterns of interpretation) often take place in courses or are consciously controlled by a person. Cultural education is informal if it accompanies everyday working life. The educational processes are not controlled by other persons or necessarily intentional, but can occur unconsciously, e.g. through encounters and interactions at the workplace or through the joint shaping of working practices.

#### *Administrative/ Bureaucratic Affairs*

In addition to migrants' language skills, administrative and bureaucratic matters represent the second major challenge in the integration process. Often the bureaucratic route to recruitment is complicated and more time-consuming than for the recruitment of non-migrants. For the migrants themselves, dealing with the authorities (applying for a work permit, residence permit, family reunion), applying for recognition of their qualifications, opening a bank account or looking for a suitable apartment are often challenges for which support from the employer is helpful.

#### *Further training*

Further training in the company is of great importance in a rapidly changing society. Megatrends such as the spread of information and communication technologies and increasing knowledge intensity, globalization, the development of the service and knowledge society, changes in company and work organization, individualization/ changing values, and demographic development (Schiersmann 2007, 20) require skills from employees that, in many cases, they have not learnt during their training. These include, for example, technical and social communicative skills, self-management, independence, coordination of gainful employment and private life, participation in shaping social development, orientation and action skills on the labour market, mobility and dealing with insecurity (see Baethge et al. 2003, 29 in: Schiersmann 2007). Continuing education in these areas does not exclusively affect migrants, but all employees in a company. The interview results show that continuing training for migrants should include basic qualifications and language in particular. In addition, there are intercultural skills, the acquisition of which is also important for local employees. The aim of integration work is hybridity, i.e. the mixing of different cultural practices and mutual understanding among one another. In order to achieve this goal, patterns of interpretation, cultural standards and working practices of the different cultures must be understood and learnt through educational processes (Robak 2012). This can be done through formal learning<sup>14</sup>, non-formal learning<sup>15</sup> as well as informal learning<sup>16</sup>.

#### *Support for migrants*

Support for migrants on the part of colleagues and company management can be very comprehensive or on a smaller scale depending on the specific situation. The interview results from the needs analysis and the experience reports from companies show that increased assistance, especially during the first weeks in the company, is very helpful for the migrant, e.g. through mentors (see e.g. The Adecco Group 2017, 57; IKEA Schweiz AG 2017, 22). In addition to the official presentation to superiors and colleagues in the company, detailed induction training is important in order to create security in processes. In addition, a support person (mentor, coach), who is available to answer professional questions as well as questions concerning the migrant's private living environment, will make it easier for the employee

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<sup>14</sup> Learning in (training) educational institutions leading to accredited degrees and qualifications

<sup>15</sup> learning outside the main systems of vocational and general education, e.g. at the workplace or in educational institutions

<sup>16</sup> learning as a side effect in everyday life, unintentionally Kommission der europäischen Gemeinschaften 2000

to settle in. The intensity of the support depends on the commitment of the support provider and the wishes of the support recipient and can be adapted accordingly.

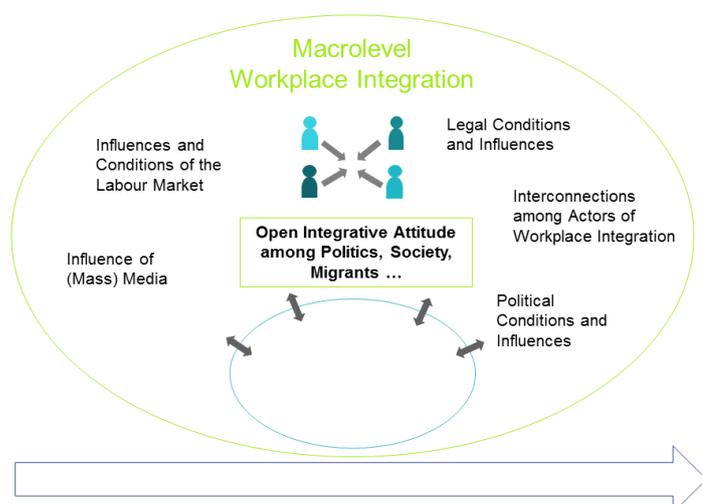
### Strategic promotion of integration in the company

In larger companies, the integration of migrants is often considered in the context of diversity management. Diversity stands for "pluralism" or "difference" within the company and "encompasses everything in which people can differ"<sup>17</sup> (Bambach und Kuhn-Fleuchaus 2011, 23) - both visible and invisible differences (Bambach und Kuhn-Fleuchaus 2011, 23). In addition to cultural differences and national and ethnic differences, age, gender, disabilities, sexual orientation and religious affiliation are also part of the diversity concept (Bambach and Kuhn-Fleuchaus 2011, 53). Other dimensions within which differences can exist and which can therefore be taken into account are origin, values, marital status, education, language, hierarchy, professional competence, life experience, income, ways of thinking and culture. There are no limits to other areas of publication (Bambach and Kuhn-Fleuchaus 2011, 54). The guiding idea of the diversity approach is to accept people with their different characteristics and to view the differences positively and use them profitably (Bambach und Kuhn-Fleuchaus 2011, 24). It can be difficult, especially for smaller companies, to establish such a comprehensive diversity management approach. But the basic idea of diversity, to accept all employees equally, is already relatively easy to implement by ensuring equal rights. Diversity (or the integration of migrants in the company) can be strategically promoted through consistent, i.e. stable, and long-term (integration) activities that vary according to the company's objectives (Bambach und Kuhn-Fleuchaus 2011, 108). In any case, the establishment of diversity or integration in the company is a cross-cutting task in which managers, HR managers and works council members as well as colleagues must be involved (Bambach and Kuhn-Fleuchaus 2011, 108).

### Macro level of workplace integration - Influences on integration at the workplace

The macro level of the conceptualization for workplace integration describes the external factors that influence the integration process at the workplace. These include political and legal preconditions, the characteristics of the current labour market (lack of skilled workers, saturation, etc.), the networking of actors in job integration, and the influence of the (mass) media.

At this level, too, an open and integrative attitude in politics and society is extremely important. The openness of society to people from other cultures becomes clear on the personal level, which is ultimately the variable by which the life of a welcoming culture is measured. Instead of a deficit orientation, which often prevails at present, diversity can be seen as an opportunity.



### Political conditions and influences

<sup>17</sup> literal translation from Bambach und Kuhn-Fleuchaus (2011), 23

Influences on the integration process in the company are exerted at the political level, in particular through the enactment of laws, e.g. by determining bureaucratic procedures or changing the security status of a country of origin. Indirectly, attitudes and statements of politicians are added, which generate an opinion-forming effect in the population and thereby extend to the workplace. The political discussions about a welcome culture or upper limits for the reception of refugees on the occasion of the many refugees who came to Europe between 2015 and 2017, as well as riots against refugees and migrants and a swing to the right among the electorate in many countries (UHH Newsletter 2016; Der Tagesspiegel 2018) make this very clear. In addition to this indirect influence on opinion formation in the population, a direct influence on the integration of migrants in companies is possible through structural and financial support, e.g. through subsidies, project funding, honors, prizes and advice centers.

#### *Legal requirements and influences*

The existing laws on residence and work permits regulate the bureaucratic process from entry to (legal) employment in the country. In addition, there are other laws such as integration laws, priority checks and citizenship processes, which may vary from country to country. The laws for EU citizens who are looking for work in another EU country are simple in comparison to laws for persons from third countries and mean less effort for both migrants and companies (European Union 2018). Highly qualified third-country nationals can receive the EU Blue Card, which serve as proof of legal residence in the country and entitles them to work in EU member states. However, exceptions and further criteria of the individual countries must be taken into account (EU Blue Card 2015). The influence on job integration comes about through laws such as time limits, residence and work permits, recognition of qualifications acquired abroad, etc.

#### *Conditions and influences of the labour market*

The labour market influences job integration mainly during the job search phase. Knowledge of the local labour market as well as (state) support offers for entering the labour market such as the Federal Employment Agency in Germany or the European Job Mobility Portal "EURES" (EURES 2018) help with job search. The supply and demand of certain occupational groups and the unemployment rate of a country can have a decisive influence on how successful the search is for migrants. If there is a shortage of skilled workers, controlled migration also offers opportunities for finding a job. In Germany, the positive list lists occupations for which there are not enough skilled workers in Germany. It is intended to help skilled workers to migrate to Germany more easily (Federal Employment Agency o. A.). The region also plays a role in the search. In rural areas, there are usually fewer applicants for a certain number of jobs (lower application rate) than in cities.

#### *Networking among actors of workplace integration*

The networking of different actors of workplace integration promotes the exchange (of experience) among companies and other participants, e.g. (regional) associations, chambers, trade unions, municipalities, associations or churches. Networking can take place at various levels. At the European level, for example, the European Migration Network is working on reliable and comparable information on migration and asylum (Federal Office for Migration and Refugees 2018)<sup>18</sup>. At the national level in Germany, for example, the Netzwerk Unternehmen integrieren Flüchtlinge supports medium-sized companies in their search for, recruitment of and support for refugees (Netzwerk Unternehmen integrieren

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<sup>18</sup> For the national websites of the Migration Network see:

[www.emnsweden.se](http://www.emnsweden.se), [www.emn-germany.de](http://www.emn-germany.de), <http://emnhungary.hu>, [www.emn.fi](http://www.emn.fi), <http://extranjeros.mitramiss.gob.es/es/redeuropeamigracion/index.html>

Flüchtlinge 2018) and the IQ-Netzwerk Integration durch Qualifizierung works to improve labour market opportunities for migrants (IQ-Netzwerk 2018). Projects such as the MaWIC project, cooperations, and events such as conferences, congresses, thematic events or exchange meetings promote cooperation on integration and thus open up possibilities for design at the micro level. Networking helps those responsible and involved at all times in the integration process. It is helpful from the first steps of the employment of migrants in the company to orientation and regular working life.

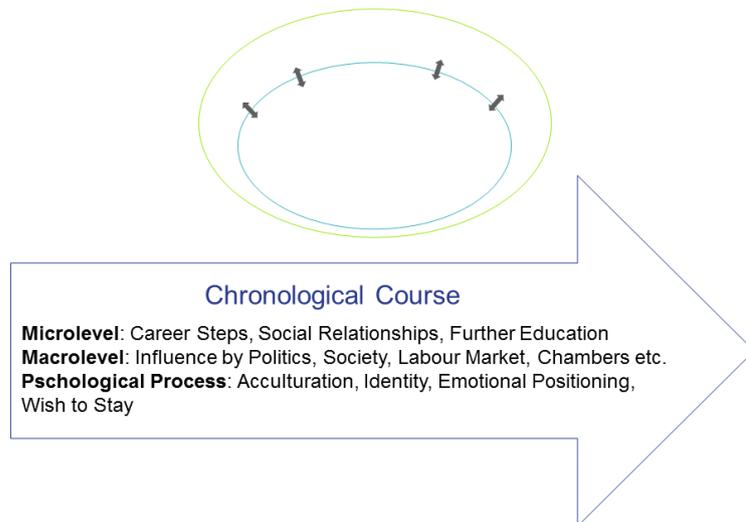
### *Influences by (mass) media*

Through reporting, the media have an influence on the image conveyed in society about migration and integration and thus also on the formation of public opinion. The communication of stereotypes with which migrants are afflicted plays a particularly important role here. Migrants are portrayed in a certain light, e.g. by frequently being associated with crime or stereotypical attributions in television or news programs (for an overview of studies, see Appel 2008, 323). The stereotypical content is consciously or unconsciously perceived by the television viewer or radio listener - the stereotype is thus made available. Frequent listening to the same stereotype increases cognitive accessibility in the brain and strengthens stereotypes (Appel 2008, 324). Even comedy shows in which stereotyped content is not - or at least not 100% - meant seriously, strengthen stereotypes, since the activation of the stereotypes nevertheless takes place. The activation of stereotypes in the brain is an automatic process that an individual cannot avoid. In contrast, the handling of the activated stereotype can be controlled by the individual (studies by Bargh, 1999; Brewer, 1988; Devine, 1989; Fiske & Neuberg, 1990; Krieglmeier & Sherman, 2012 in: Summer 2017, 41).

### *Developments over time and their influence on the integration process*

The two levels described above focus on the individual thematic aspects of job integration, taking less account of the time factor. However, job integration is a process that changes over time and can take several months to years for migrants to arrive in the new (work) culture. Changes and developments at the micro level, the macro level and at an intrapersonal level take place in parallel and are interdependent. Learning and development processes take place in all persons involved in the integration process.

At the micro level, changes take place in the individual factors (see above), e.g. language skills, career levels, friendships among colleagues, further training and qualification or the learning of new working practices. Not all areas necessarily develop at the same time, but run at their own pace. The same applies to developments at the macro level: political, social, economic and legal changes such as changes in politics, shortages of skilled workers, opinion-forming in society and the influence of the media, depending on their form, have both a positive and a negative impact on the integration process. In addition to changes at the micro and macro levels, there are also changes at the intrapersonal level.





Migrants deal with the changes that migration requires of them (acculturation). This also includes experiences outside the workplace. Questions of identity and belonging can also arise. Intrapersonal changes also take place in other persons involved in the integration process, e.g. by getting to know other cultures and questioning attitudes and behavior. Living and working conditions, relationships, securities and experiences contribute to the well-being of a migrant, which in turn is reflected in the success of an integration process.

### "Successful" workplace integration

It is difficult to answer when an integration process is "successful" and "sustainable". The results of the needs analysis of the MaWIC project show that the integration process is influenced by many different factors which form individually for each integration process. In addition, different individuals are involved in the process, who have their own - possibly very different - attitudes and expectations towards integration and pursue goals with it. An important contribution to the success is the well-being of the migrant, whereby the results of the MaWIC needs analysis do not reveal which factors comprise this and to what extent it determines the success.

It became clear that integration must be a common goal of employers, colleagues and migrants, since integration can only succeed if all sides contribute to the process.

*„All members must play their part; both the employee and the employer and work colleagues. If one of these fail, integration will suffer; if the will of the employee falters, integration is not possible; if the employer does not promote the process, the person may feel lost and alone, and it is this feeling that impedes integration into a society that may begin to be viewed negatively. If, on the other hand, colleagues don't promote integration, the immigrant will not feel supported and may not develop the basic skills of the Maslow pyramid for socialization.” (Spanish interviewee)*

## 3.2 Brief Summary of the Conceptualization of Workplace Integration

Workplace integration is a comprehensive, time-consuming integration process at work and at the workplace (micro-level), which takes place in different areas and is influenced by factors on the macro level. Work place integration means that these areas are perceived and dealt with simultaneously and jointly by employers, colleagues and migrants in a context-specific and situation-specific manner at the micro level. Migrants have to make their own contribution, whereas the role of the employers and colleagues is in their support. The integration process takes place both on an externally visible (behavior, communication) and on an inner, psychological level, which includes the emotions and attitudes of all involved.

## 3.3 Criteria for promoting the integration process at the workplace

*Contribute your own learning and educational biographical requirements*



Learning and educational biographical requirements include formal qualifications such as degrees, acquired skills and knowledge as well as qualities that promote employability, such as the willingness to learn, self-activation, adaptability, motivation and the quickness of the mind. Formal and informal knowledge, skills and abilities should be demonstrated and targeted by migrants in the work environment.

*Actively engage with your own person in relation to the integration process and, if necessary, overcome difficulties*

Migrating to a new country and integrating oneself into a new job face a person with new and unfamiliar environments, attitudes and ways of working that the person has to settle in and actively engage with. This concerns e.g. questions of the acculturation process, the identification and the new country becoming home.

*Learn the language of the country resp. the working language or support language learning*

Active learning of the national or working language is the primary task of the migrants. Colleagues and supervisors should promote this learning process through assistance, e.g. by using simple language, addressing comprehension issues, providing materials, etc.

*Interact with (new) colleagues and build relationships*

The social interaction between colleagues and the new migrant is important for teamwork and (the sense of) belonging. In addition, possible misunderstandings and conflicts can easier be solved, because understanding for each other is rather given. The isolation of migrants must be avoided.

*Take over existing work practices from the team and shape them through own work practices*

In dealing with work practices, studies show that shaping the practices together (colleagues and migrants) is the solution that contributes to integration. Other ways of dealing with work practices, such as dominantly "imposing" one's own practices, simply taking over existing structures and ignoring the differences between the common and one's own practices, have proved ineligible. Therefore, there must be an exchange and an adaptation to each other (hybrid behavior).

*Acquire intercultural competence and apply it in dealing with other people*

The successful and appropriate handling of different cultures in the workplace is necessary and helpful for all concerned. This includes getting to know cultural differences in everyday working life, understanding and accepting them and involving them in the work processes.

*Actively deal with other cultures*

Active engagement with other cultures can take place both formally – e.g. by participating in cultural education – as well as informally – e.g. through cultural experiences in everyday life.

*Welcome migrants to the company and support them especially during their initiation period*

The official admission of the migrant in the company is important for the new employee and for the colleagues. During the first weeks, increased assistance, time and resources are essential for a thorough training. The support of a permanent contact person (for example a coach or mentor) for professional as well as private issues has proved particularly helpful.

#### *Provide support with administrative / bureaucratic matters*

Bureaucratic matters (such as applying for a work permit, residence permit, recognition of qualifications, family reunification) can be complicated processes that are difficult to understand for migrants. Likewise, for example, finding a flat can be difficult. Support in these areas is therefore extremely helpful.

#### *Enable or participate in continuing education for migrants*

Continuing education takes up a central position in professional and personal development and thus contributes to integration. In addition to assessing and recognizing the qualifications of migrants (for example basic qualifications, vocational qualifications, language skills), this also includes continuing education counseling and intercultural training. The latter should also be offered to native employees.

#### *Promote integration in the company strategically*

Strategic promotion through diversity management or through naming integration as a basic principle in the company communicates the position that integration has in everyday working life inside and outside the company and thus sets an example for employees and outsiders.

#### *Be open to other people and welcome them into the community*

The attitude of those involved in the integration process is one of the key factors in the success of the integration process. An open and inclusive attitude includes, among others, to approach others free of prejudice, mutual respect, respect and tolerance, the willingness to help, patience and a positive attitude towards new people and new cultures. On the other hand, there is a need to pay close attention to and act against signs of prejudice, racism and discrimination.

#### *Keep an eye on and support the well-being of those involved in the process*

Integration efforts through programs, information, welcome actions, etc. can be objectively positive and yet integration does not necessarily have to be successful. The well-being of those involved in the process, especially the migrants', greatly influences the success of the integration process and must therefore be included in the evaluation of the process.



## 4. Further information

### 4.1 Contacts and information material

<b>Recognition in Germany (Anerkennung in Deutschland)</b>	<p>The multilingual portal “Recognition in Germany“ provides information on how foreign professional qualifications can be recognized in Germany. With only a few clicks, the “Recognition Finder“ helps users to find the competent authority for their application.</p> <p><a href="http://www.anerkennung-in-deutschland.de/">http://www.anerkennung-in-deutschland.de/</a></p>
<b>Make it in Germany - Working in Germany: the official website for qualified professionals</b>	<p><a href="http://www.make-it-in-germany.com">www.make-it-in-germany.com</a> is the German government’s portal for qualified professionals from around the world. The portal, which can be browsed in a variety of different languages, offers information for those interested in moving to Germany – starting with preparations in the home country, to the actual move, to the first steps to be taken in Germany.</p> <p><a href="https://www.make-it-in-germany.com/">https://www.make-it-in-germany.com/</a></p>
<b>Anabin</b>	<p>The database anabin provides information on the rating of foreign universities and degrees and allows the classification of a foreign qualification into the German education system.</p> <p><a href="https://anabin.kmk.org/anabin.html">https://anabin.kmk.org/anabin.html</a></p>
<b>BQ-Portal</b>	<p>The BQ-Portal (The information portal for foreign professional qualifications) offers a wide range of information about foreign professional qualifications and vocational training systems. The portal enables a quick and consistent evaluation of foreign professional qualifications.</p> <p><a href="http://www.bq-portal.de/">http://www.bq-portal.de/</a></p>
<b>Deutschland.de</b>	<p>The multilingual portal “deutschland.de“, cooperating with the Federal Foreign Office, gives users a contemporary image of Germany in a modern and understandable way. It reports about current topics of</p>



	<p>different categories and additionally informs about Germany's international relations.</p> <p><a href="https://www.deutschland.de/de">https://www.deutschland.de/de</a></p>
<b>Office for the Equal Treatment of EU Workers (Gleichbehandlungsstelle EU-Arbeitnehmer)</b>	<p>The Office for the Equal Treatment of EU Workers aims to support EU citizens to perceive their rights in Germany regarding the principle of freedom of movement for workers.</p> <p><a href="https://www.eu-gleichbehandlungsstelle.de/">https://www.eu-gleichbehandlungsstelle.de/</a></p>
<b>KOFA - Competence center for securing skilled labour (Kompetenzzentrum Fachkräftesicherung)</b>	<p>The competence center for securing skilled labour (KOFA) aims to support small and medium-sized enterprises (SME) with securing their supply of qualified professionals and with shaping their human resources work. SME learn to position themselves as attractive employers and to stay competitive with qualified employees.</p> <p><a href="http://www.kofa.de/">http://www.kofa.de/</a></p>
<b>Netzwerk IQ</b>	<p>The programme "Integration through Qualification (IQ)" aims to enable immigrants with foreign degrees and vocational qualifications to gain access to employment appropriate to their level of education in Germany.</p> <p><a href="https://www.netzwerk-iq.de/">https://www.netzwerk-iq.de/</a></p>
<b>Facts about Germany (Tatsachen über Deutschland)</b>	<p>The website offers current and reliable information about all categories of modern life in Germany. It reports about politics, economics and culture and is available in 19 languages.</p> <p><a href="https://www.tatsachen-ueber-deutschland.de/de">https://www.tatsachen-ueber-deutschland.de/de</a></p>
<b>Research in Germany</b>	<p>Research in Germany is the central information platform of the initiative to "Promote Innovation and Research in Germany" launched by the Federal Ministry of Education and Research (BMBF). The portal provides foreign scientists and researchers an</p>



	<p>overview of the research and funding opportunities in Germany and supports with the preparation for a research stay.</p> <p><a href="https://www.research-in-germany.org/">https://www.research-in-germany.org/</a></p>
<b>Unternehmen Berufsanerkennung</b>	<p>“Unternehmen Berufsanerkennung“ informs companies about the possibilities of professional recognition and the accompanying operational opportunities.</p> <p><a href="https://www.unternehmen-berufsanerkennung.de/">https://www.unternehmen-berufsanerkennung.de/</a></p>
<b>EURES - The European Job Mobility Portal</b>	<p>EURES is a network of employment services covering all EU countries as well as Iceland, Liechtenstein, Norway and Switzerland. <b>EURES helps jobseekers to find jobs and employers to recruit from all over Europe</b></p> <p><a href="https://ec.europa.eu/eures/public/de/homepage">https://ec.europa.eu/eures/public/de/homepage</a></p>
<b>German Confederation of Skilled Crafts (ZDH) (Zentralverband des deutschen Handwerks)</b>	<p>The ZDH is one of the central organizations of German industry and also cooperates with partner associations in the Mittelstand working group. The purpose of the ZDH is to reach a consensus on all major issues in crafts policy.</p> <p><a href="https://www.zdh.de/">https://www.zdh.de/</a></p>
<b>Goethe Institut</b>	<p>The Goethe-Institut is the Federal Republic of Germany’s cultural institute, active worldwide. It promote the study of German abroad and encourage international cultural exchange.</p> <p><a href="https://www.goethe.de/de/index.html">https://www.goethe.de/de/index.html</a></p>
<b>Association of German Chambers of Commerce and Industry (Deutscher Industrie- und Handelskammertag, DIHK)</b>	<p>The Association of German Chambers of Commerce and Industry (Deutscher Industrie- und Handelskammertag, DIHK) is the central organisation for 79 Chambers of Commerce and Industry, CCI (Industrie- und Handelskammern, IHKs) in Germany. All German companies registered in Germany, with the exception of hand-craft businesses, the free professions and farms, are required by law to join a chamber.</p>



	<a href="https://www.dihk.de/">https://www.dihk.de/</a>
<b>German Academic Exchange Service (DAAD) (Deutscher Akademischer Austauschdienst)</b>	<p>The DAAD supports over 100,000 German and international students and researchers around the globe each year – making it the world’s largest funding organisation of its kind. They promote internationalisation efforts at German universities, help developing countries build their own systems of higher education, and support German Studies and German language programmes abroad.</p> <p><a href="https://www.daad.de/de/">https://www.daad.de/de/</a></p>
<b>Confederation of German Employers' Associations (BDA) (Bundesvereinigung der Deutschen Arbeitgeberverbände)</b>	<p>The Confederation of German Employers' Associations (BDA) is a cross-sectoral association which acts as the voice of German employers. Its mission is to encourage companies to invest in Germany, to stimulate innovations, and to enable the creation of jobs and apprenticeships.</p> <p><a href="https://www.arbeitgeber.de/www/arbeitgeber.nsf/ID/home">https://www.arbeitgeber.de/www/arbeitgeber.nsf/ID/home</a></p>
<b>Federal Employment Agency (Bundesagentur für Arbeit)</b>	<p>The Federal Employment Agency is the service provider for the job market. She takes care of employment services, employment promotion, unemployment insurance and basic security benefits as well as child benefit.</p> <p>The local Employment Agencies carry out vocational guidance, support the transition from school to work (including career orientation, vocational preparation), advise applicants for training and jobseekers (inter alia, when choosing a career and developing career development opportunities), provide them with training and work and, if necessary, support them with appropriate measures (inter alia, training-related assistance, vocational training allowance),</p> <ul style="list-style-type: none"> <li>- promote the vocational integration of people with disabilities (including integration grants),</li> <li>- pay compensation (eg unemployment benefit, insolvency allowance, short-time working allowance),</li> </ul>



	<p>- award start-up grants to end unemployment by setting up a business (self-employed / self-employed),</p> <ul style="list-style-type: none"> <li>- Provide support to employers on HR issues (including tailored employment advice and placement, information on education and labour market developments, skills supply or vocational training).</li> </ul> <p><a href="https://www.arbeitsagentur.de/">https://www.arbeitsagentur.de/</a></p>
<b>Welcome to Germany</b>	<p>Under the heading “Welcome to Germany” (Willkommen in Deutschland) the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF) provides important information and advice so that you can feel at home in Germany as quickly as possible.</p> <p><a href="http://www.bamf.de/EN/Willkommen/willkommen-node.html">http://www.bamf.de/EN/Willkommen/willkommen-node.html</a></p>
<b>Willkommenslotsen</b>	<p>The pilots advise companies on the operational integration of refugees. The focus of her work is on the initiation of training contracts and the brokering of contacts. The pilots can also make themselves felt by potential pilots via the pilots.</p> <p><a href="https://www.bmwi.de/Redaktion/DE/Artikel/Wirtschaft/willkommenslotsen.html">https://www.bmwi.de/Redaktion/DE/Artikel/Wirtschaft/willkommenslotsen.html</a></p>
<b>Netzwerk „VerA – Verhinderung von Ausbildungsabbrüchen“:</b>	<p>Voluntary retired professionals accompany young people in their training. They are available for professional questions, exam preparation and the development of social skills.</p> <p><a href="https://vera.ses-bonn.de/">https://vera.ses-bonn.de/</a></p>
<b>Deutschland kann das.</b>	<p>Since 2015, many volunteer initiatives have emerged that support refugees in Germany. Some of them are also committed to helping refugees enter the labour market. An overview of the many initiatives can be found here:</p> <p><a href="https://www.deutschland-kann-das.de/">https://www.deutschland-kann-das.de/</a></p>
<b>„JOBLINGE“:</b>	<p><a href="https://www.joblinge.de/initiative/joblinge-kompass-fuer-fluechtlinge/">https://www.joblinge.de/initiative/joblinge-kompass-fuer-fluechtlinge/</a></p>



	Support young people with difficult starting conditions when starting their careers.
<b>„Willkommen bei Freunden“:</b>	Overview of good examples of initiatives.  <a href="http://www.willkommen-bei-freunden.de/">http://www.willkommen-bei-freunden.de/</a>
<b>„Start with a friend“:</b>	Bring people from different countries together in tandems in over 23 cities.  <a href="https://www.start-with-a-friend.de/">https://www.start-with-a-friend.de/</a>
<b>„Über den Tellerrand kochen“:</b>	Organize culinary, creative and sporting events in over 30 cities. <a href="http://ueberdentellerrand.org/de/satellite/">http://ueberdentellerrand.org/de/satellite/</a>
<b>„Jugendmigrationsdienst“:</b>	Support young refugees (12-27 years) in their job orientation and looking for a training or job.  <a href="http://www.jmd2start.de/standorte/">http://www.jmd2start.de/standorte/</a>

## 5. Annex - Best practice case – Integration needs time

(You will find a translation of the German text following the original text.)

**Source: Müller, Andrea/ Schmidt, Werner (2016): Fluchtmigration und Arbeitswelt: Maßnahmen zur Integration von Flüchtlingen in großen Unternehmen, Study der Hans Böckler-Stiftung, No. 339, p. 30 – 38**

### 2.2 METALL 2: Integration benötigt Zeit

#### Daten und Fakten zum Unternehmen

Beim METALL 2-Konzern handelt es sich um einen Elektro- und Zulieferkonzern.

Weltweit hat der Konzern nahezu 400.000 Mitarbeiterinnen und Mitarbeiter, die Zahl der Beschäftigten in Deutschland liegt – nach zwei Unternehmenseingliederungen – inzwischen bei deutlich über 100.000 Beschäftigten, davon sind etwa 22 Prozent weiblich, die Ausbildungsquote beträgt etwa 4 Prozent (etwa 5.000 Auszubildende). Das Unternehmen zählt zur Metall und Elektroindustrie und ist tarifgebunden. Sowohl der Gesamtbetriebsrat als auch die meisten örtlichen Betriebsräte gelten als vertretungsstark. Die betrieblichen Arbeitsbeziehungen sind in der Regel beiderseits kooperativ, wenn auch durchaus Interessendivergenzen bestehen können.

#### Maßnahmen und Engagement für Flüchtlinge

Das Unternehmen METALL 2 engagiert sich für die Integration der Flüchtlinge auf verschiedene Weise. Im Gespräch mit einem Vertreter des Unternehmens ist von drei Säulen die Rede:

- Als erste Säule wird die Unterstützung der Gemeinden bei der Unterbringung von Flüchtlingen betrachtet. Kommunen, in denen sich geeignete Standorte des Unternehmens befinden, wurden Flächen oder auch Werkwohnungen angeboten. An zwei, drei Standorten habe sich daraus dann eine entsprechende Unterstützung ergeben.
- Außerdem, dies ist die zweite Säule, wurden Mitarbeiterinnen und Mitarbeiter des Unternehmens zu Spenden für Flüchtlingsprojekte aufgerufen. Dadurch konnten in Deutschland etwa 410.000 Euro gesammelt werden, ein Betrag, der mit Unterstützung des Betriebsrats von der Geschäftsführung verdoppelt wurde. Inzwischen können die Beschäftigten für Projekte zur Unterstützung von Flüchtlingen, in denen sie mitarbeiten, Gelder beantragen. Die Vergabe der Gelder fand zur Zeit der Erhebung gerade statt. Die Mittel werden von einem Gremium verteilt, in dem der Betriebsrat sowie die Unternehmensseite vertreten sind. Kulturelle Vielfalt sei im Unternehmen durchaus ein positiv besetztes Thema, das „auch gelebt“ werde. Bei METALL 2 arbeiten Mitarbeiterinnen und Mitarbeiter aus über 100 Nationen, das werde als Bereicherung oder zumindest als Normalität empfunden. Das Engagement der Belegschaft zeige, dass auch die Flüchtlinge im Unternehmen überwiegend als Bereicherung gesehen werden.
- Die dritte und offenbar wichtigste Säule der Unterstützung besteht darin, Praktikumsplätze zur Verfügung zu stellen. Dabei wird vom Unternehmen Wert darauf gelegt, dass es ausbildungsnahe Praktika sind. Es solle nicht darum gehen, irgendwelche Arbeitsplätze mit Flüchtlingen zu



besetzen und dies als Praktika zu bezeichnen, denn es solle ein wirksamer Beitrag zur Qualifizierung geleistet werden. Die Praktikumsplätze werden deshalb in der Regel in den Ausbildungsbereichen angesiedelt, auch unter Beachtung des Mindestlohngesetzes und des AGG. Das AGG würde es im Grunde nicht zulassen, dass Praktika „nur für Geflüchtete“ angeboten werden, denn dann würden schließlich alle anderen diskriminiert. Auch aus diesem Grund wurde vom Unternehmen kein eigenes Praktika-Projekt der Flüchtlingsunterstützung aufgelegt, wie dies manche Unternehmen machen, sondern der Weg einer engen Kooperation mit anderen Trägern eingeschlagen, insbesondere wird mit der BA zusammengearbeitet. Vor Ort wird mit der örtlichen BA, aber auch z. B. mit der IHK kooperiert, oft auch mit Berufsschulen, Ausländerbehörden oder der IG Metall. Die BA oder die Träger der Programme übernehmen dann auch Verwaltungsaufgaben oder Qualifikationsfeststellungen.

Alle Personalbereiche an den Standorten wurden deshalb darum gebeten, mit den örtlichen Arbeitsagenturen zu besprechen, was es an möglichen Angeboten gibt, und sich dann in der Regel an bestehenden Programmen zu beteiligen, die über einen Praktikumsanteil verfügen. Baden-württembergische Beispiele hierfür sind die Programme PerF (Perspektiven für Flüchtlinge) und LAurA (Landesprogramm Arbeitsmarkt und regionale Integration von Flüchtlingen und Asylsuchenden) oder in Bayern das Programm „Bayern-Turbo“, das dort vom Arbeitgeberverband mit der BA vereinbart wurde. LAurA wird von der baden-württembergischen Wirtschaft bzw. der Tochter BBQ getragen (die auch die Auswahl treffen), PerF hat verschiedene Träger.

In anderen Regionen gibt es andere Programme, doch in jedem Falle soll durch die Kooperation mit solchen Programmen gewährleistet werden, dass eine Einbettung in einen Sprachunterricht stattfindet und interkulturelle Begleitung sowie sozialpädagogische Betreuung erfolgen. Das Unternehmen möchte sich auf die Teile der Programme konzentrieren, bei denen es über besondere Kompetenzen verfügt, vor allem die der Vermittlung von Fachwissen. Andere Dinge würden nicht zur „Kernkompetenz“ des Unternehmens zählen. Von Sprachkursen oder der Auswahl von Geflüchteten, die wenig Deutsch sprechen, verstünden andere Kooperationspartner mehr. Durch die Beteiligung an den Programmen sei es in der Regel auch kein Problem, Praktikumsplätze zu besetzen. Wobei, wie der Vorsitzende des Konzern- und Gesamtbetriebsrats betont, auch andere größere Unternehmen mehrere hundert Praktikumsplätze zur Verfügung gestellt hätten, über die BA jedoch davon nur 10 bis 20 Plätze besetzt bekommen haben, weshalb METALL 2 nicht ausschließlich auf Vermittlung durch die BA setze, sondern eine Verzahnung mit örtlichen Initiativen anstrebe. Die Ehrenamtlichen, die die einzelnen Flüchtlinge gut kennen, könnten oft sehr gut einschätzen, welcher junge Mensch für ein Praktikum passe. Von den Praktikumsplätzen des Unternehmens für Flüchtlinge sind 194 zu ausbildungsorientierten Plätzen, wie PerF oder LAurA, zu rechnen. 150 Praktikumsplätze dienen der Berufsorientierung und richten sich an Schülerinnen und Schüler, manchmal auch an ganze Schulklassen.<sup>19</sup> Die Beteiligung an bestehenden Programmen erleichtert dem Unternehmen auch den Umgang mit der Thematik der Bleibeperspektive, da die Vorauswahl bereits über die Programme selbst erfolgt. Um zu verhindern, dass die Einrichtung von Praktikumsplätzen aus Kostengründen unterbleibt, hat die Zentrale für die Be-

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<sup>19</sup> Schülerpraktika sollten aus Sicht des Unternehmens nicht den Nachteil haben, Schülerinnen und Schüler aus dem Unterricht zu reißen, könnte dies doch dazu führen, dass diese anschließend dem Unterricht nicht mehr folgen können.

triebe vor Ort zusätzlich 500.000 Euro zur Verfügung gestellt, um die Praktika zu finanzieren bzw. entstehende Zusatzkosten abzudecken (z. B. Arbeitskleidung, Betreuerfreistellung oder -einstellung). Die Kostenaufteilung wird im Einzelfall besprochen.

Das Unternehmen METALL 2 ist somit nicht bestrebt, eigenständige Programme zu konzipieren, sondern stellt Praktikumsplätze für bereits laufende Programme zur Verfügung. Dabei handelt es sich um Praktika mit einer Dauer zwischen sechs Wochen und drei Monaten, die „an ganz unterschiedlichen Stellen in der Bildungskette“, so ein Gesprächspartner, angesiedelt sind. Es werden vor dem Hintergrund sowohl junge Leute angesprochen, die erst vor kurzem eingetroffen sind, als auch Flüchtlinge, die bereits zwei, drei oder vier Jahre in Deutschland seien.

In jeder Phase der Entwicklung bis zur Aufnahme einer Ausbildung oder einer regulären Arbeit muss es aus Sicht des Unternehmens Möglichkeiten zur Qualifizierung geben. Auch bei erst jüngst eingetroffenen Fluchtmigrantinnen und -migranten sollen nicht nur Sprachkompetenzen vermittelt, sondern auch Perspektiven aufgezeigt werden. Etwa sei es wichtig zu erläutern, welche Bedeutung eine Ausbildung in Deutschland habe und warum dies so sei. Aber auch diejenigen, die kurz vor der Ausbildungsreife stehen, werden noch angesprochen. Je nach den Möglichkeiten vor Ort gibt es jedoch gewisse Unterschiede.

Teilweise findet eine Kooperation mit Schulen statt, insbesondere mit Berufsschulen und sogenannten VABO-Klassen (Vorqualifizierungsjahr Arbeit und Beruf für Jugendliche ohne Deutschkenntnisse). Durch die Mitwirkung bei extern initiierten Programmen soll auch vermieden werden, dass Personen für ein Praktikum aus bestehenden Programmen herausgerissen werden. Diese Überlegung stehe im Kern des eigenen Konzeptes. Die Abfrage der Standorte nach Praktikumsangeboten erbrachte rund 400 Stellen, angefangen von Schülerpraktika bis hin zu Förderjahren oder Einstiegsqualifizierungen für Jugendliche (EQ), die ja dann ganz gezielt auf eine Ausbildung vorbereiten. Dies stimmt damit überein, sich ganz bewusst nicht nur auf eine Phase zu konzentrieren, sondern den gesamten Prozess der Hin-führung zu einer Ausbildung abzudecken. Auch für diejenigen, die schon länger da sind, müsse es deshalb Angebote geben, eine Konzentration auf jüngst Geflüchtete sei wenig sinnvoll. Auch um die gesamte Zeitspanne abdecken zu können, ist eine Kooperation mit den Trägern der Programme sehr wichtig.

Unter anderem werden Flüchtlinge auch in Maßnahmen auf der Basis des „Tarifvertrags Förderjahr“ eingestellt. Dieser Tarifvertrag wurde von der IG Metall und Südwestmetall zunächst für Baden-Württemberg abgeschlossen und ist inzwischen in allen Tarifbezirken existent. Entsprechend dieser Regelung dauert ein entsprechendes „Förderjahr“ zwischen sechs und zwölf Monaten und basiert auf dem Prinzip der Einstiegsqualifizierung. Der Tarifvertrag gibt dem jedoch einen formalen Rahmen, regelt die Bezahlung und bestimmt, dass drei Tage im Betrieb, ein Tag an der Berufsschule und ein Tag mit sozialpädagogischer Betreuung verbracht werden soll. In diesen Förderjahr-Maßnahmen werden sowohl geflüchtete als auch andere Jugendliche integriert.

### **Praktische Umsetzung – Herausforderungen und Hürden**

Die Angebote des Unternehmens METALL 2 zielen somit stark darauf, in eine Ausbildung zu führen. Allerdings wird betont, dass eine solche Ausbildung nicht unbedingt im Unternehmen stattfinden muss, denn die Maßnahmen werden nicht deshalb angeboten, weil es dem Unternehmen sonst nicht

möglich wäre, die Ausbildungsplätze zu besetzen. Allerdings gebe es etwa im Handwerk oder in Gaststätten durchaus Bereiche, in denen Ausbildungsplätze nicht besetzt werden können. Dort fehle es häufig aber auch an den nötigen Kompetenzen und Kapazitäten, um Einstiegsqualifizierungen durchzuführen. Das zentrale Motiv der Maßnahmen zur Integration von Flüchtlingen sei somit gesellschaftspolitische Verantwortung, nicht die Gewinnung von Auszubildenden für das eigene Unternehmen.

Die Orientierung an verschiedenen, extern eingerichteten Programmen steht wie angedeutet auch im Kontext der Annahme, dass es in der Regel eines Zeitraums von zwei bis vier Jahren bedarf, um von der Ankunft bis in eine Ausbildung zu kommen bzw. auf eine solche richtig vorbereitet zu sein. Diese Zeitdauer habe zu einem erheblichen Teil mit dem Erwerb der Sprachkompetenz zu tun. Hinsichtlich der Frage, wie lange es braucht, bis junge Menschen ohne hinreichende Deutschkenntnisse bereit sind, mit einer Ausbildung zu beginnen, kann sich das Unternehmen auf eigene Erfahrungen berufen.

Das Unternehmen führt ein Projekt durch, bei dem mehr als 50 zusätzliche Ausbildungsplätze für Jugendliche aus Südeuropa zur Verfügung gestellt wurden (von der EU gefördert). 2013 wurden junge Menschen aus Spanien rekrutiert. Bereits im Heimatland fanden etwa 360 Stunden Sprachkurs statt, 2014 weiterer Sprachunterricht in Deutschland, im selben Jahr wurde dann auch mit der Ausbildung begonnen. 45 spanische Jugendliche haben das Angebot der Ausbildung angenommen, 42 sind letztlich dabei geblieben. Im April steht der erste Teil der Abschlussprüfung an. Die Auszubildenden kommen im Alltag mit der deutschen Sprache inzwischen ganz gut zurecht, aber bei der Prüfung werde es noch „haarig“ werden, obwohl intensiv Deutsch gelernt wurde. Zwar wird es voraussichtlich gelingen, diese Auszubildenden durch die Prüfungen zu bringen, aber trotz des europäischen Kontexts bedarf es offenbar in der Regel mindestens zwei oder drei Jahre des Deutschlernens, um dem Unterricht in einer Berufsschule folgen zu können. Da die schulischen und kulturellen Voraussetzungen der Geflüchteten häufig schlechter sind als die der spanischen Jugendlichen, müsse mit einer eher längeren Vorbereitungszeit gerechnet werden.

Eine unvorbereitete oder nicht hinreichend vorbereitete Vermittlung von Flüchtlingen in Ausbildungsstellen wird vor dem Hintergrund dieser Erfahrungen als sehr problematisch angesehen, da das Risiko der Enttäuschungen für alle Beteiligten groß wäre, denn es bestünde die Gefahr, dass die Ausbildung abgebrochen wird.

Nach den bisherigen Erfahrungen im Unternehmen ist die Bandbreite der Bildungsvoraussetzungen bei den Flüchtlingen sehr unterschiedlich und reicht von sehr geringer Bildung bis zu einigermaßen guten Kompetenzen. Da anzunehmen sei, dass zur Schaffung der Voraussetzungen in vielen Fällen drei bis vier Jahre Vorbereitung nötig sind, die anschließende Ausbildung weitere drei Jahre dauere, d. h. mit bis zu sieben Jahren zu rechnen sei, bevor der Punkt erreicht sei, an dem „vernünftig Geld verdient werde“, wird hier eine hohe Integrationsschwelle ausgemacht. Allein diese lange Planung, so wird im Unternehmen plausibel argumentiert, wird vor dem Hintergrund der bisherigen Lebensumstände vieler Flüchtlinge, bei denen es oft bestenfalls darum gehen kann, die nächsten Monate zu planen, schwierig werden. Auch stehe eine lange Ausbildungszeit etwa dem Wunsch einer Familiengründung entgegen. Während bei minderjährigen Flüchtlingen nicht unbedingt mit größeren Schwierigkeiten beim Weg zu einer Ausbildung gerechnet werden müsse, seien bei etwas älteren Flüchtlingen größere Hürden zu überwinden. Um diesen absehbaren Schwierigkeiten etwas entgegenzusetzen, wäre es

sinnvoll, so die Erfahrung des Unternehmensvertreters, andere Systeme von Ausbildung und Qualifizierung zu entwickeln, die es ermöglichen, zwischendurch etwas mehr Geld zu verdienen, um zu vermeiden, dass Ausbildungen abgebrochen werden. Etwa könnte eine Art Ko-Finanzierung es erleichtern, eine Ausbildung letztendlich auch abzuschließen.

Neben der Integration in einen Gesamtprozess zur Hinführung auf eine Ausbildung wird noch ein weiterer Grund genannt, der dafür spreche, mit anderen Trägern, insbesondere der BA zu kooperieren, statt ausschließlich eigene Maßnahmen anzubieten: die Mindestlohnregelung. Es sei nicht vermittelbar, dass Praktikantinnen und Praktikanten in der Vorphase einer Ausbildung mehr verdienen würden als Auszubildende. Im Gespräch nicht erwähnt, aber wahrscheinlich ebenfalls ein Argument für die Beteiligung an bestehenden Programmen, dürfte die damit verbundenen Finanzierungsmöglichkeiten sein. Obwohl es immer wieder Anfragen gebe, ob nicht Flüchtling für einige Monate als Praktikantinnen bzw. Praktikanten angestellt werden könne, werde darauf verzichtet, um keine Probleme wegen Mindestlohn, AGG oder tarifvertraglichen Bestimmungen zu bekommen. Solche Anfragen werden vom Unternehmen an die BA verwiesen.

Bei der Bewerbung um eine Ausbildungsstelle müssen dann auch ehemalige Teilnehmer und Teilnehmerinnen an der Maßnahme das übliche Auswahlverfahren bestehen, auch wenn die Erfahrungen mit ihnen berücksichtigt werden. Würden Ausbildungsplätze speziell für Flüchtlinge angeboten, so sei mit Beschwerden von Beschäftigten zu rechnen, falls deren Kinder im regulären Verfahren abgelehnt werden. Einer solchen Kritik an einer „freihändigen Vergabe“ müsse unbedingt entgegengesetzt werden, um den Betriebsfrieden nicht zu stören. Ohnehin sei es so, dass nicht alle Kinder von Mitarbeiterinnen und Mitarbeitern einen Ausbildungsplatz erhalten würden. Sie werden nur insofern bevorzugt, als sie in jedem Falle zum Testverfahren zugelassen werden. Ebenso soll mit den Geflüchteten aus den Praktikumsprogrammen verfahren werden. Ohne Verfahrensteilnahme gehe es aber wegen der sonst möglicherweise aufkommenden internen Probleme und des AGG nicht. Das AGG, so äußert sich der Unternehmensvertreter im Gespräch, sei ein gut gemeintes Gesetz, das jedoch unter diesen Umständen in die andere Richtung umschlage. Auch am Beispiel der spanischen Auszubildenden, für die nach Wohnungen gesucht wurde, sei deutlich geworden, dass ein hohes Risiko bestehe, dass andere Beschäftigte sich rasch benachteiligt fühlen. Wenn die Zahl der Ausbildungsplätze für Kinder von Mitarbeiterinnen und Mitarbeitern reduziert würde, um diese für Flüchtlinge anzubieten, dann, so betont unser Gesprächspartner, „würde es meines Erachtens kritisch werden.“ Dem könne mit Plätzen „on top“ entgegengewirkt werden.

### **Warum wurden die Maßnahmen ergriffen?**

Die Hilfe für die Geflüchteten wird im Unternehmen, „ganz klar“ als „eine gesellschaftspolitische Aufgabe“ verstanden. Die Aufgabe der Integration ausschließlich dem Staat zu überlassen und auf andere abzuwälzen, würde nicht dem Verständnis des Unternehmens METALL 2 von einem Gemeinwesen entsprechen. Als ein großes Unternehmen hier in Deutschland habe man eine gesellschaftliche Verpflichtung, am Gemeinwesen mitzuwirken. „Wenn die Wirtschaft nicht mitwirkt, dann kann es nicht gelingen, da Integration letztlich nur über Beschäftigung gelingen kann.“ Auch sei es für die Wirtschaft generell wichtig, dass die Grenzen in Europa offen bleiben, um Transportzeiten und Kosten zu vermeiden, allerdings sei das Engagement des Unternehmens in der Flüchtlingsfrage nicht daran orientiert, eine bestimmte Politik zu stützen.

Vor dem Hintergrund der Erfahrungen mit den spanischen Lehrlingen sowie einer Betriebskultur, die Verschiedenheit Wertschätzung entgegenbringt, sei es eine Selbstverständlichkeit gewesen, dass das Unternehmen sich an der Integration von Flüchtlingen beteiligt, auch „ohne dass die Betriebsräte das Unternehmen erst auffordern mussten.“ Auch der Betriebsrat wertet die Aktivitäten des Unternehmens hinsichtlich der Integration von Flüchtlingen durchaus positiv, auch wenn der Arbeitnehmervertretung dabei eine etwas gewichtigere Rolle beigemessen wird und das diesbezügliche Verhalten des Unternehmens als sehr kooperativ bezeichnet wird. Am Schwierigsten sei gewesen, so der GBR-Vorsitzende, die überbetriebliche Koordinatoren-Stelle für die Flüchtlingsmaßnahmen (ein ehemaliger Werkleiter) finanziert zu bekommen. Die Betriebsräte, so wieder der Vertreter des Managements, wären vor Ort bei der Umsetzung der Maßnahmen beteiligt und würden das Engagement des Unternehmens sehr begrüßen, auch wenn die Entscheidung beim Personalvorstand gefallen sei. Zwar gibt es im Unternehmen seit 2002 eine zwischen Gesamtbetriebsrat und Geschäftsführung geschlossene Betriebsvereinbarung „Partnerschaftliches Verhalten im Betrieb“, die Diskriminierung u. a. aufgrund von Herkunft, Geschlecht, Hautfarbe und Religion als schwerwiegenden Verstoß untersagt und zur Rücksichtnahme verpflichtet, die Integration der Flüchtlinge wurde bislang jedoch nicht über eine Betriebsvereinbarung geregelt.

Unmittelbare Zugangsmöglichkeiten zu Arbeit für Flüchtlinge ohne Qualifizierung gebe es bei METALL 2 bereits heute nahezu keine. Vor dem Hintergrund der Digitalisierung werde der Anteil an einfachen Arbeitsplätzen weiter zurückgehen. Es gibt jetzt z. T. schon Schwierigkeiten, gering qualifizierte Mitarbeiter und Mitarbeiterinnen weiter zu beschäftigen. Es gebe deshalb bereits verschiedene, auf einen Ausbildungsberuf zielende Qualifizierungsprogramme für un- und angelernte Beschäftigte. Eine Einstellung von Flüchtlingen mit geeigneter Qualifikation (insb. Studium) sei aber kein Problem. Allerdings wird angenommen, dass es sich dabei nur um eine kleine Gruppe handeln könne. Außerdem seien auch die meisten Hochqualifizierten noch in der Phase des Spracherwerbs, was sich u. a. daran zeige, dass es nicht gelungen sei, zwei freie Plätze an der Dualen Hochschule mit Flüchtlingen zu besetzen. Mitunter, dies wird jedoch eher als Ausnahme gesehen, würde es auch vorkommen, dass die BA vor Ort keine Personen für Praktikumsplätze benennen könne. Obwohl es im Bereich von Ingenieurstätigkeiten z. T. auch genügen würde, lediglich Englisch zu sprechen („Deutsch sollte man mitbringen, Englisch muss man mitbringen“), erfolgten offenbar auch in diesem Feld keine Stellenbesetzungen oder diese wurden zumindest nicht wahrgenommen.

### **Bewertung und Veränderungsbedarf**

Insgesamt werden die Maßnahmen zur Integration von Flüchtlingen – soweit bisher ersichtlich – als erfolgreich betrachtet und werden voraussichtlich fortgeführt werden. Im Herbst 2016 soll eine Auswertung stattfinden, um Aufwand und Nutzen abzuschätzen und zu entscheiden, in welchem Umfang weitergearbeitet werden soll. Da durch die Einbettung in externe Programme gerade auch auf Nachhaltigkeit gezielt wird, sprechen wenige Argumente für ein lediglich temporäres Engagement.

Da die Schwelle einer dreijährigen Ausbildung für viele Flüchtlinge als zu hoch empfunden wird, auch Hauptschüler und Hauptschülerinnen damit öfter Probleme haben, wird im Gespräch auch über die Möglichkeit kürzerer Ausbildungen nachgedacht, die jedoch von der IG Metall und auch den Betriebsräten des Unternehmens abgelehnt würden. Allerdings wird auch darauf verwiesen, dass im Unter-



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*This project is co-funded by the European Union*

nehmen bereits eine zweijährige Ausbildung zum Metallwerker (m/w) angeboten wird, die in eine Ausbildung zum Industriemechaniker (m/w) gewandelt werden kann, gleichwohl jedoch einen Abschluss nach zwei Jahren bietet. Im Interesse der Vermeidung einer Unterschichtung der Arbeitnehmerschaft durch Flüchtlinge dürften allerdings, so ist aus unserer Perspektive anzumerken, auch die Ideen einer systematischen Berufsvorbereitung für Flüchtlinge sowie einer Ko-Finanzierung größeren Erfolg versprechen.

Kritisch wird aus Sicht des Unternehmens angemerkt, dass es zu viele Einzelprogramme und Maßnahmen gebe und kein stimmiges Gesamtkonzept. Es werde wenig reflektiert, welche Vorgehensweise besonders nützlich sei. Allerdings wird eingeräumt, dass es für eine solche Feststellung zum jetzigen Zeitpunkt möglicherweise noch etwas früh sei. Durch die Vielzahl an Initiativen sei die Orientierung für die Unternehmen und auch die Flüchtlinge schwierig. Zudem, dies sei ein weiteres Problem, mangle es noch an ausgereiften Verfahren zur Feststellung von Kompetenzen.

Insgesamt, so der Betriebsrat, käme das Unternehmen METALL 2 zwar etwas „leise hinterher“ bei den Flüchtlingsinitiativen der Unternehmen, versuche aber nachhaltige Maßnahmen zu installieren. Schwierig sei freilich die rechtliche Situation mit Blick auf das Bleiberecht, wenn immer nur von Jahr zu Jahr verlängert werde. Es gebe auch auf Unternehmensseite ein hohes Interesse, dass Auszubildende dann auch bleiben dürften, auch wenn es nicht darum gehe, die Flüchtlinge auf jeden Fall im Unternehmen halten zu wollen. Wenn in Syrien irgendwann wieder Frieden herrsche, so der Betriebsrat, dann habe man nichts dagegen, wenn die Leute zurückgingen und dort etwas aufbauten. Aber im Moment sei es wichtig, die Bleiberechtsregelungen so zu gestalten, dass es nicht nur Jahresfristen gibt, das sei sonst für die Auszubildenden wie für die Unternehmen schwierig.

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## **Best practice case – Integration needs time**

Source: Müller, Andrea; Schmidt, Werner (2016): Fluchtmigration und Arbeitswelt: Maßnahmen zur Integration von Flüchtlingen in großen Unternehmen, Study der Hans Böckler-Stiftung, No. 339, p. 30 – 38 (Translation with deepl.com)

## **2.2 METAL 2: Integration takes time**

### **Facts and figures about the company**

The METALL 2 Group is an electrical engineering and supply group.

Worldwide the group has almost 400,000 employees, the number of employees in Germany - after two company mergers - is now well over 100,000, of whom about 22 per cent are female, the training quota is about 4 per cent (about 5,000 trainees). The company belongs to the metal and electrical industries and is bound by collective agreements. Both the general works council and most of the local works councils are regarded as strong representatives. Industrial relations are generally cooperative on both sides, although divergences of interest may exist.

### **Measures and commitment for refugees**

METALL 2 is committed to the integration of refugees in various ways. In a conversation with a representative of the company, three pillars are mentioned:

- The first pillar is considered to be the support of the communities in accommodating refugees. Municipalities in which the company can find suitable locations were offered areas or company apartments. This resulted in appropriate support at two or three locations.

- In addition, this is the second pillar, employees of the company were asked to make donations for refugee projects. As a result, around 410,000 euros could be collected in Germany, an amount that was doubled by the management with the support of the works council. In the meantime, employees can apply for funds for projects to support refugees in which they are involved. The funds were being allocated at the time of the survey. The funds are distributed by a committee in which the works council and the company side are represented. Cultural diversity is definitely a positive topic in the company, which is also "lived". At METALL 2, employees from over 100 nations work, which is perceived as enrichment or at least as normality. The commitment of the employees shows that the refugees in the company are also predominantly seen as enrichment.

- The third and apparently most important pillar of support is to provide internships. In doing so, the company attaches great importance to the fact that these are internships that are close to vocational training. The aim should not be to fill any jobs with refugees and to describe this as internships, because an effective contribution to qualification should be made. The internships are therefore usually located in the training areas, also in compliance with the minimum wage law and the AGG. The AGG would basically not allow internships to be offered "only for fugitives", because then everyone else would be discriminated against. For this reason too, the company did not set up its own internship

project for refugee support, as some companies do, but instead embarked on a path of close cooperation with other institutions, in particular working together with the BA. On the ground, cooperation takes place with the local BA, but also, for example, with the Chamber of Industry and Commerce, often also with vocational schools, foreigners authorities or the IG Metall trade union. The BA or the programme executing agencies then also take on administrative tasks or qualification assessments.

All HR departments at the sites were therefore asked to discuss with the local employment agencies what possible offers there were, and then generally to participate in existing programmes that have an internship share. Examples of this in Baden-Württemberg are the PerF (Perspectives for Refugees) and LAurA (Landesprogramm Arbeitsmarkt und regionale Integration von Flüchtlingen und Asylsuchenden) programmes or, in Bavaria, the "Bayern-Turbo" programme agreed between the employers' association and the BA. LAurA is supported by the Baden-Württemberg business community and its subsidiary BBQ (which also make the selection), while PerF has various sponsors.

In other regions there are other programmes, but in any case cooperation with such programmes should ensure that they are embedded in language teaching and intercultural and socio-educational accompaniment. The company wishes to concentrate on those parts of the programmes in which it has special skills, particularly the teaching of specialist knowledge. Other things would not be part of the "core competence" of the company. Other cooperation partners would understand more about language courses or the selection of fugitives who speak little German. By participating in the programmes, it is usually not a problem to fill internships. Whereby, as the chairman of the group and general works council emphasises, other larger companies would also have made several hundred internship places available, but only 10 to 20 of them were filled via the BA, which is why METALL 2 does not rely exclusively on the BA's mediation, but strives for interlocking with local initiatives. The volunteers, who know the individual refugees well, could often judge very well which young person would be suitable for an internship. Of the company's internships for refugees, 194 are to be counted as training-oriented places, such as PerF or LAurA. 150 internships serve vocational orientation and are aimed at schoolchildren, sometimes even at entire school classes.<sup>20</sup> Participation in existing programs also makes it easier for the company to deal with the topic of the perspective of staying, as the pre-selection already takes place via the programs themselves. In order to prevent the establishment of internship places from being omitted for cost reasons, the head office has made an additional 500,000 euros available for the local companies to finance the internships or to cover any additional costs incurred (e.g. work clothing, supervisor leave or employment). The allocation of costs will be discussed on a case-by-case basis.

The company METALL 2 is therefore not anxious to design independent programmes, but provides internships for already running programmes. These are internships with a duration between six weeks and three months, which are located "at completely different places in the education chain", according

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<sup>20</sup> From the point of view of the company, pupil internships should not have the disadvantage of to tear students out of the classroom, this could lead to them being taken out of the classroom. can no longer follow.

to one interlocutor. Against this background, both young people who have only recently arrived and refugees who have already been in Germany for two, three or four years are addressed.

From the company's point of view, there must be opportunities for qualification in every phase of development up to the start of training or regular work. Even for recently arrived refugees, the aim is not only to impart language skills, but also to point out perspectives. For example, it is important to explain the meaning of training in Germany and why. But also those who are about to be ready for training will be addressed. However, there are certain differences depending on the local possibilities.

In some cases there is cooperation with schools, in particular with vocational schools and so-called VABO classes (pre-qualification year for work and occupation for young people without knowledge of German). By participating in externally initiated programmes, it is also to be avoided that people are torn out of existing programmes for an internship. This consideration is at the core of their own concept. The inquiry of the locations for internship offers resulted in about 400 jobs, ranging from student internships to support years or entry qualifications for young people (EQ), who then prepare specifically for an apprenticeship. This is consistent with the fact that we deliberately do not concentrate on just one phase, but cover the entire process of leading to training. Even for those who have been there for some time, there must therefore be opportunities, and it makes little sense to concentrate on the youngest fugitives. Also in order to be able to cover the entire time span, a co-operation with the carriers of the programs is very important.

Among other things, refugees are also employed in measures on the basis of the "collective agreement promotion year". This collective agreement was initially concluded by IG Metall and Südwestmetall for Baden-Württemberg and now exists in all collective bargaining districts. According to this regulation, a corresponding "promotion year" lasts between six and twelve months and is based on the principle of initial qualification. However, the collective agreement provides a formal framework, regulates payment and stipulates that three days are to be spent in the company, one day at vocational school and one day with socio-educational supervision. Both refugees and other young people are integrated into these support year measures.

### **Practical implementation - challenges and hurdles**

The offers of the enterprise METALL 2 aim thus strongly to lead into a training. However, it is emphasised that such training does not necessarily have to take place in the company, because the measures are not offered because it would otherwise not be possible for the company to fill the training places. However, there were certainly areas in the skilled trades or in restaurants where training places could not be filled. However, there is often a lack of the necessary skills and capacities to carry out entry-level qualifications. The central motive for the measures to integrate refugees is thus social responsibility, not the recruitment of trainees for one's own company.

As indicated, the orientation towards various externally set up programmes is also in the context of the assumption that, as a rule, a period of two to four years is required to get from arrival to training or to be properly prepared for such training. This period had to do to a considerable extent with the acquisition of language competence. With regard to the question of how long it takes for young people without sufficient knowledge of German to be prepared to start training, the company can rely on its own experience.

The company is carrying out a project in which more than 50 additional training places have been made available for young people from Southern Europe (funded by the EU). In 2013, young people from Spain were recruited. Already in the home country about 360 hours of language courses took place, 2014 further language instruction in Germany, in the same year then also with the training began. 45 Spanish youths accepted the offer of training, 42 ultimately stayed with it. The first part of the final examination is scheduled for April. In the meantime, the trainees are coping quite well with the German language in everyday life, but it will still be "hairy" during the examination, although German was learned intensively. Although it is likely to be possible to get these trainees through the exams, despite the European context, it appears that it usually takes at least two or three years of learning German to be able to follow instruction at a vocational school. Since the school and cultural conditions of the refugees are often worse than those of the Spanish youths, a rather longer preparation period must be expected.

In the light of these experiences, an unprepared or insufficiently prepared placement of refugees in training places is regarded as very problematic, as the risk of disappointment would be high for all those involved, as there would be a danger that training would be discontinued.

According to previous experience in the company, the range of educational prerequisites for refugees varies greatly and ranges from very low levels of education to reasonably good skills. Since it can be assumed that in many cases three to four years of preparation are required to create the prerequisites, and the subsequent training takes a further three years, i.e. up to seven years, before the point at which "reasonable money is earned" is reached, a high integration threshold is identified here. The company plausibly argues that this long planning alone will become difficult against the backdrop of the living conditions of many refugees to date, who often have to plan for the next few months at best. A long training period would also stand in the way of the wish to start a family. While underage refugees do not necessarily face greater difficulties on their way to an education, slightly older refugees have to overcome greater hurdles. In order to counter these foreseeable difficulties, it would make sense, according to the company representative's experience, to develop other systems of training and qualification that make it possible to earn a little more money in between in order to prevent training from being discontinued. For example, a form of co-financing could make it easier to ultimately complete a training course.

In addition to integration into an overall process of leading towards training, there is another reason cited for cooperating with other institutions, in particular the BA, instead of offering exclusively own measures: the minimum wage regulation. It was not possible to place interns in a position where they would earn more in the preliminary phase of training than trainees. Not mentioned in the interview, but probably also an argument in favour of participating in existing programmes, is probably the associated financing possibilities. Although there were always inquiries as to whether refugees could not be employed as interns for a few months, they refrained from doing so in order to avoid problems due to minimum wages, AGG or collective bargaining provisions. Such inquiries are referred by the company to the BA.

When applying for a training place, former participants in the action must also pass the usual selection procedure, even if experience with them is taken into account. If training places were offered specifically for refugees, complaints from employees could be expected if their children were rejected in the

regular procedure. Such criticism of a "freehand award" must be countered at all costs in order not to disturb the company peace. In any case, not all employees' children would receive a training place. They are only given preferential treatment insofar as they are always admitted to the test procedure. The same applies to the fugitives from the internship programmes. Without participation in the procedure, however, it would not be possible because of the internal problems and the AGG that might otherwise arise. The AGG, the company representative stated in the interview, was a well-intentioned law, which, however, would change direction under these circumstances. The example of the Spanish trainees, for whom apartments were sought, had also made it clear that there was a high risk that other employees would quickly feel disadvantaged. If the number of training places for children of employees were reduced in order to offer them to refugees, then, as our interlocutor emphasises, "it would, in my opinion, become critical". This could be counteracted with places "on top".

### **Why were the measures taken?**

Help for the fugitives is clearly understood in the company as "a socio-political task". To leave the task of integration exclusively to the state and to pass it on to others would not correspond to METALL 2's understanding of a community. As a large enterprise here in Germany one has a social obligation to participate in the community. "If the economy does not co-operate, then it cannot succeed, since integration can succeed in the long run only over employment. It is also important for the economy in general that the borders in Europe remain open in order to avoid transport times and costs, but the company's involvement in the refugee issue is not oriented towards supporting a particular policy.

Against the background of experience with the Spanish apprentices and a company culture that values diversity, it was a matter of course that the company participated in the integration of refugees, even "without the works councils having to ask the company first". The works council also views the company's activities with regard to the integration of refugees positively, even though employee representation is given a somewhat more important role and the company's behaviour in this regard is described as very cooperative. According to the GBR chairman, the most difficult thing was to get the inter-company coordinator position for the refugee measures (a former plant manager) financed. The works councils, again the management representative, would be involved locally in the implementation of the measures and would very much welcome the commitment of the company, even if the decision had been made by the personnel board. Although there has been a company agreement between the general works council and management entitled "Partnership behaviour in the company" since 2002, which prohibits discrimination on the grounds of origin, gender, skin colour and religion as a serious violation and requires consideration, the integration of the refugees has not yet been regulated by a company agreement.

Direct access to work for refugees without qualifications is already almost non-existent with METALL 2. Against the background of digitisation, the proportion of simple jobs will continue to decline. There are now partly already difficulties to employ further low-qualified coworkers and woman employees. There are therefore already different, on a training occupation aiming qualification programs for unskilled and semi-skilled employees. However, the recruitment of refugees with suitable qualifications (especially studies) is not a problem. However, it is assumed that this could only be a small group. In addition, most highly qualified people are still in the language-learning phase, which is shown, among other things, by the fact that it was not possible to fill two vacant places at the Cooperative State

University with refugees. Sometimes, but this is rather seen as an exception, it would also happen that the BA would not be able to nominate persons for internships on the spot. Although in the field of engineering it would be sufficient to speak only English ("German should be brought along, English must be brought along"), apparently there were no vacancies in this field either, or at least they were not noticed.

### **Evaluation and need for change**

Overall, the measures to integrate refugees - as far as can be seen so far - are considered successful and are likely to be continued. An evaluation will take place in autumn 2016 in order to assess the costs and benefits and to decide to what extent work should be continued. Since the embedding in external programmes is aimed at sustainability in particular, there are few arguments in favour of a merely temporary commitment.

Since the threshold of a three-year apprenticeship is felt to be too high for many refugees, and secondary school pupils often have problems with it, the discussion also considers the possibility of shorter apprenticeships, which would, however, be rejected by IG Metall and the company's works councils. However, it is also pointed out that the company already offers two-year training as a metalworker (m/f), which can be converted into training as an industrial mechanic (m/f), but nevertheless offers a degree after two years. In the interest of preventing refugees from underclassing the workforce, however, we believe that the ideas of systematic vocational preparation for refugees and co-financing are also likely to be more successful.

From the company's point of view, it is critically noted that there are too many individual programs and measures and not a coherent overall concept. Little is said about which approach is particularly useful. However it is admitted that it is still somewhat early for such a statement at the present time possibly. Due to the large number of initiatives, it is difficult for companies and refugees to orient themselves. Moreover, this is another problem, there is still a lack of mature procedures for determining competencies.

All in all, according to the works council, METALL 2 would "quietly" follow the refugee initiatives of the companies, but try to install sustainable measures. Of course, the legal situation with regard to the right of residence is difficult if it is only ever extended from year to year. There was also a great interest on the part of the company that trainees should be allowed to stay, even if it was not a question of keeping the refugees in the company in any case. If peace reigns in Syria at some point, according to the works council, then there is nothing wrong with people going back and building something up there. But at the moment it is important to design the right of residence regulations in such a way that there are not only annual deadlines, otherwise this would be difficult for the trainees as well as for the companies.

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