

Labour market integration of asylum seekers and refugees

“Kinoniko Polykentro workshop“

Athens

12th June 2019

Bela Galgoczi, European Trade Union Institute, Brussels
bgalgoczi@etui.org

etui.

Europe's refugee crisis, economic migration and free movement of labour – confusion of terms

- The broader phenomenon of migration has created new fault-lines in Europe and threatens to escalate into a deep institutional and political crisis.
- For **refugees** and asylum seekers: “Geneva Convention” applies humanitarian obligation to provide protection. NO SELECTIVITY!
- Terms used: economic-, irregular-, or illegal migrant, refugee
- The historical refugee wave that the EU was facing in 2015/2016 has moderated substantially in 2017 and remained low in 2018, as well.
- While in 2015 the International Organisation of Migration (IOM) recorded 1,015,078 arrivals of irregular migrants and refugees to Europe and during 2016 their number was 362,753, in 2017 171,332.

European institutions paralysed: test case for the EU

In 2015 Europe was facing the greatest migration inflow since World War II. European institutions were not able to tackle this historical challenge, national governments pursued self-serving, often obstructive policies, while a small number of countries acted. The challenge is unprecedented for the EU as a whole and in particular the countries most affected (AT, DE, GR, IT, SE..)

The „refugee crisis“ is a crisis of the EU as such

The very principle how the EU works is questioned

The Commission tried to pursue an EU-wide approach (see Dublin system and relocation quotas) but the Council is blocking and MS obstruct

The big challenge now is labour market integration of refugees and those asylum seekers that are eligible for employment.

ETUI project: focus topic

- National context of migration: population structure in terms of nationals, foreign born citizens (third country national and EU citizens separately, if possible also differentiated by EU13 (new member states) and EU15 (old member states)).
- The focus however will be on the 2015/16 historical refugee wave
- Labour market participation / employment data for these categories (for comparison employment data for all non-EU foreign born citizens would be of help).
- **Our focus in this project is the labour market integration of asylum seekers and refugees of the last couple of years (what data in this respect are available – may vary by country).**

Policy areas

- Main policies (and their changes) by the national governments (and trade unions if possible and/or relevant) as e.g access to welfare services, equal treatment, access to employment,
- supporting measures (as e.g language courses, training and apprenticeship programmes), also broken down by legal status (asylum seeker, refugee, international protection, tolerated status after rejected asylum claim).
- Refugees face in comparison to other migrants **additional challenges** (a) entering the labour market and (b) in having skills recognized and finding jobs that match qualification.

Main points: The refugee crisis - what is happening?

Hard to get an overview: statistical coverage is confusing, no comparable format available.

Registrations vs. arrivals (Eurostat, IOM data available for 2015 only), national statistics regularly revised

Labour market effects: for the recent refugee wave too early; overview of policy frameworks helps (Bertelsmann, Eurofound 2016)

Retrospective statistics of LM integration of migrants can be helpful but not one to one applicable for current case

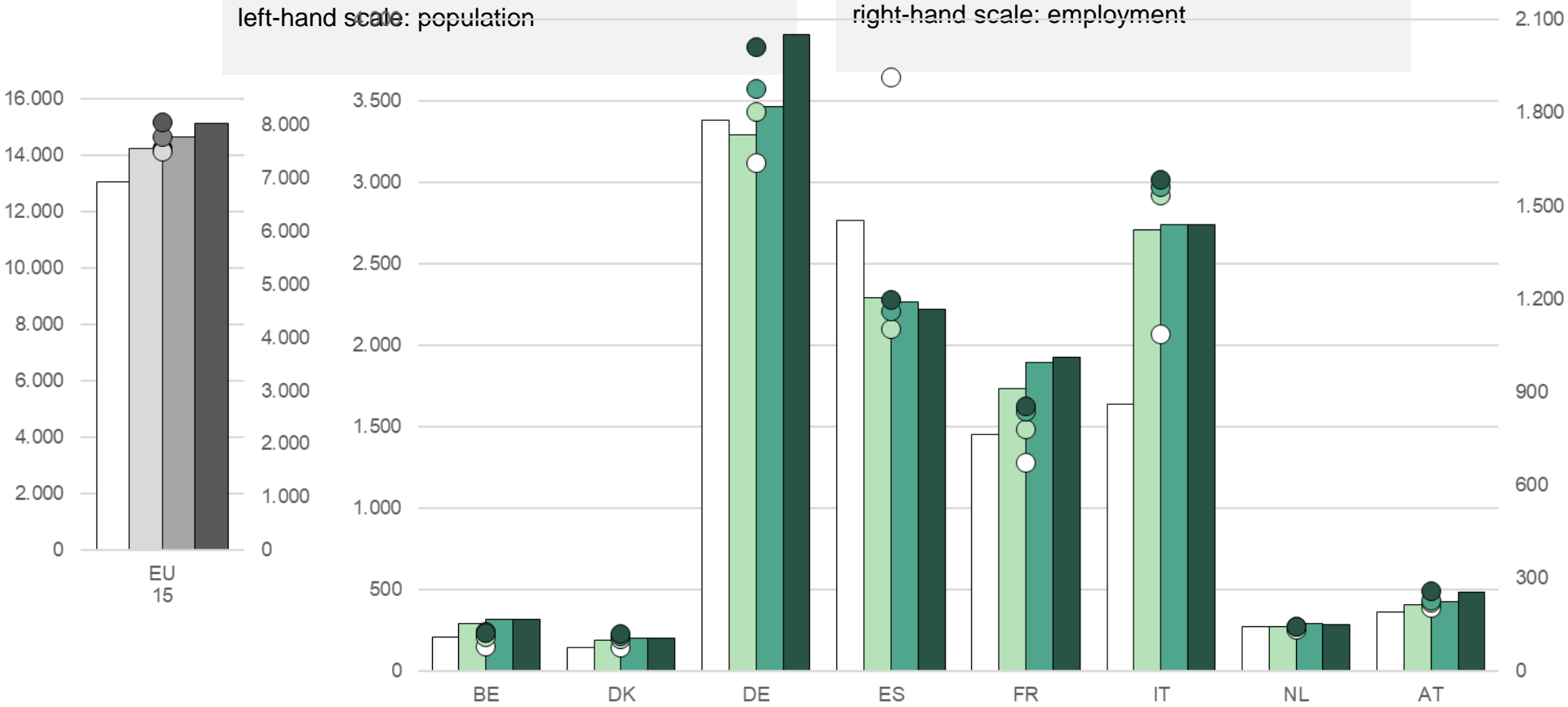
Migrant groups have very different LM performance: EU15 mobile workers on EU15 LM vs EU10/EU15 LM

Long term 3rd country migrants vs short term /blue card/;
Data on foreign born population too broad, not helpful **etui.**

Non-EU28 population and employment in selected member states (15-64 years, thousands)

□ 2007
■ 2014
■ 2015
■ 2016
○ 2007
○ 2014
● 2015
● 2016

left-hand scale: population
right-hand scale: employment



Source: Eurostat [lfsa_egan], 2017.

Eurostat overview

Non-EU28 citizens of working age and in employment
These figures are indicative, as they include all non-EU nationals...

in none of the member states except Germany, Austria and Sweden did the number of non-EU nationals in employment grow noticeably between 2014 and 2016.

In Germany it grew by 440 thousand in 2016, in Austria by 63 thousand, while in Sweden by 38 thousand

more than the 510 thousand total employment increase of non-EU28 nationals in the entire EU.

Statistical coverage of the refugee wave is contradictory but main trends are visible

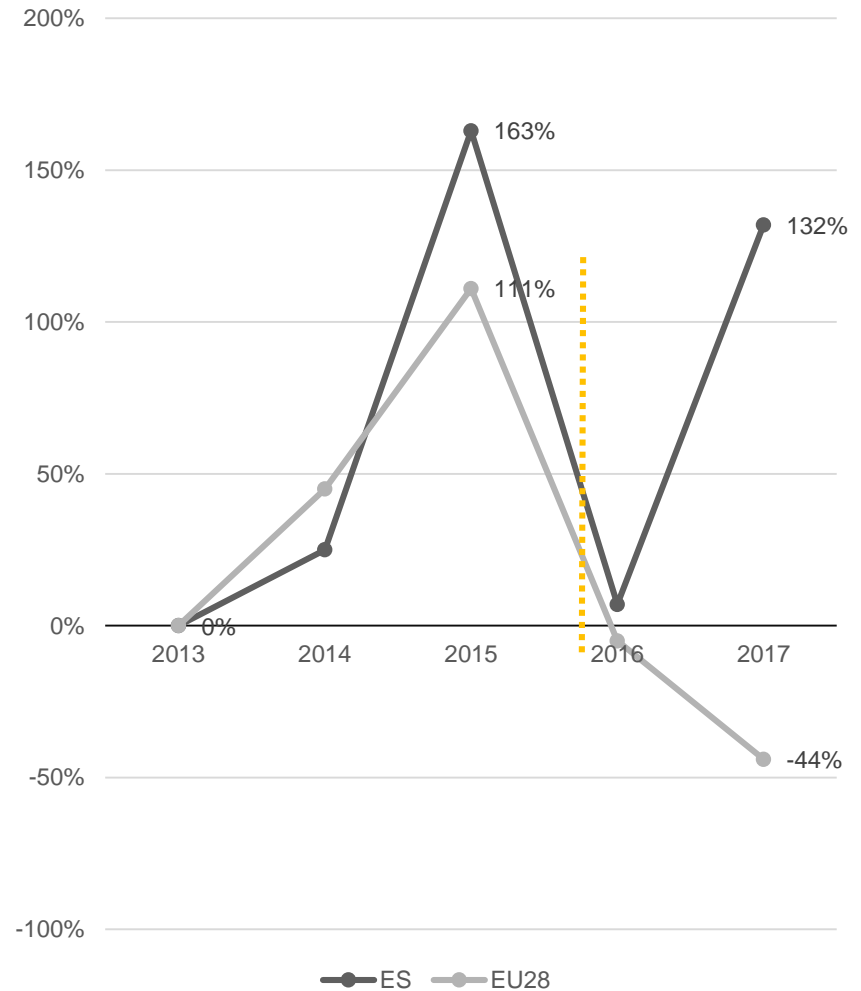
- **discrepancy: arrivals/ registration/ applications/ decisions and actual stay**
 - registrations, and especially the procedure of examining asylum applications take time
 - Out of total asylum seeker arrivals to Germany some go to further destination (e.g. NL, DK, SE)
 - Most problematic /and confusing/ is however that transit countries make first registration, but then the applicants leave (with passive or active 'help' of local authorities)
- Further problem: rejected applicants most often stay (grey zone)

European institutions paralysed

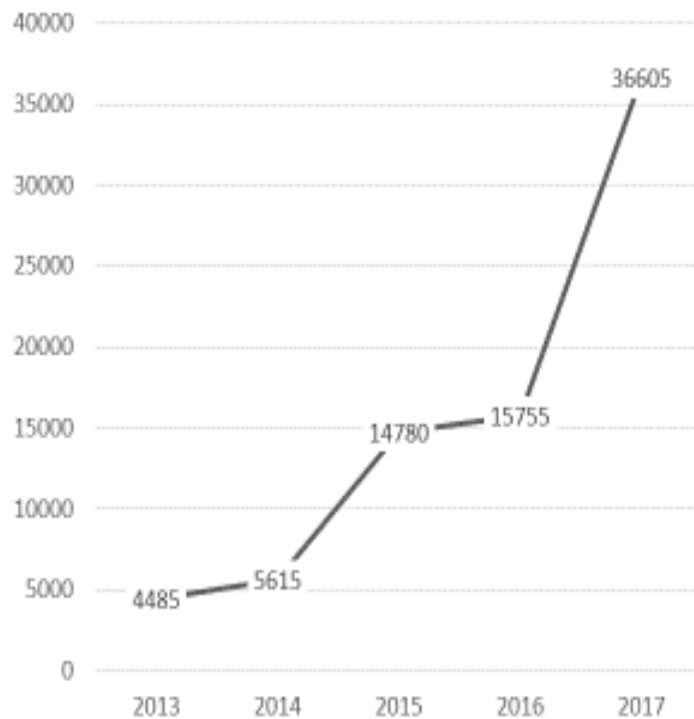
Parts of the existing European legal framework was breaking down, with the collapse of the Dublin III regulation. At least this was acknowledged at the EU level, but the follow up initiative would not work in practice, because burden sharing cannot be forced upon countries not willing to co-operate. It is a further question that asylum-seekers have preferential destinations (EU15 to EU10) + certain countries (HU, DK) offer discouraging conditions /shall the EU prescribe min standards??. The “fairness mechanism” would be applied when a MS is confronted with a disproportionate number of asylum applications.

RECENT TRENDS ON REFUGEES IN SPAIN

- Since 2016
 - Diverse evolution ES and EU
- EU – Turkey Statement (March 2016)
 - Refugees routes modification
 - Balcans
 - Mediterranean Sea:
 - Eastern (Turkey – Greece)
 - Central (Italy)
 - Western (Spain)



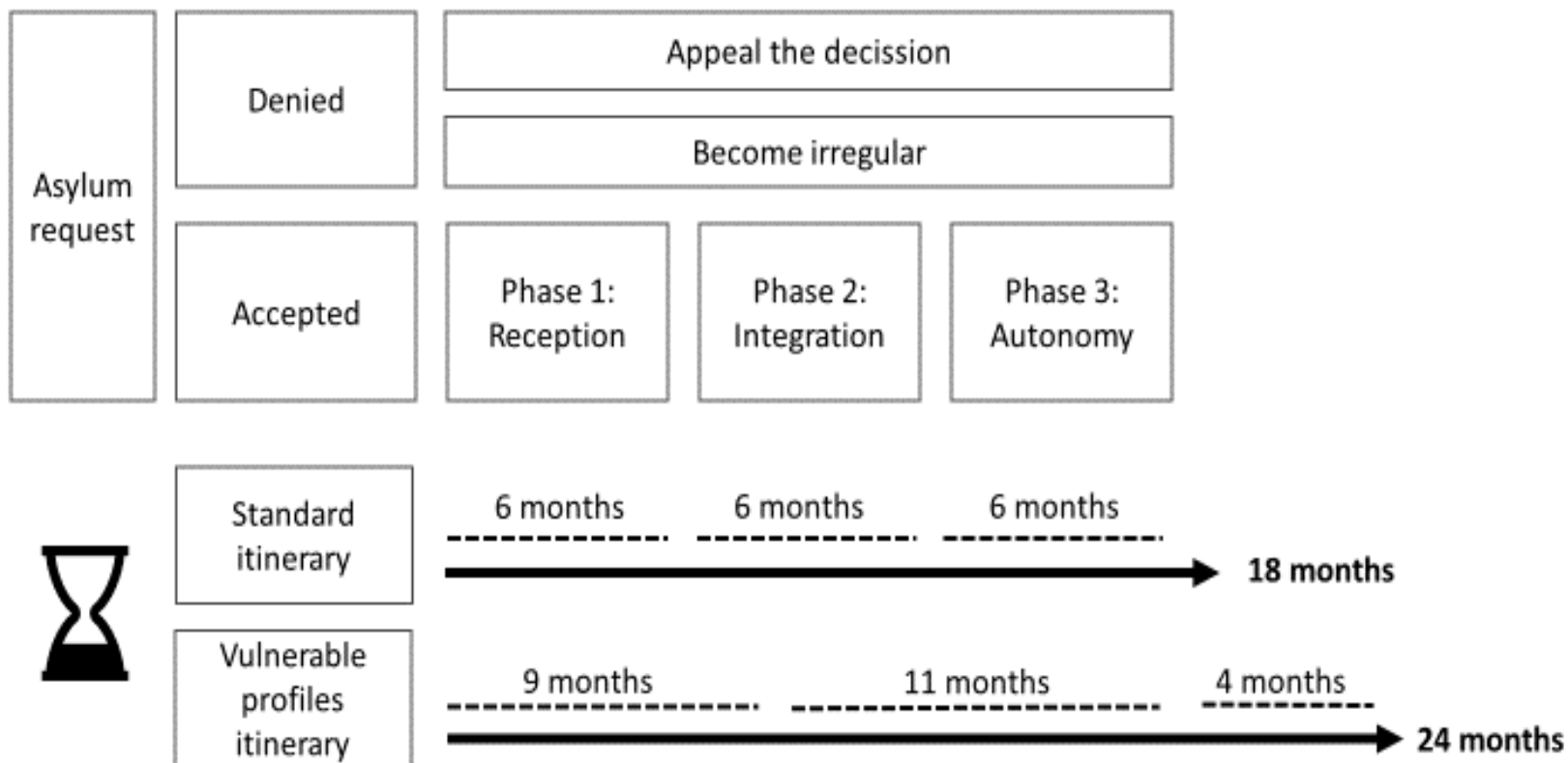
RECENT TRENDS ON REFUGEES IN SPAIN



- Evolution
 - 2014:
 - 0,95% of the asylum requests in the EU
 - Application maze to request asylum
 - 2015:
 - 1% of the asylum requests in the EU
 - Increase of syrians arrivals via Melilla
 - 2016:
 - Greatest number record
 - But still 1% the asylum requests in the EU
 - 2017:
 - Once more greatest number record
 - Sixth European country of asylum requests (1st time)
- 42,025 people waiting for a decision (Feb 2018)

Spain: reception and integration

RECEPTION AND INTEGRATION PROCESS

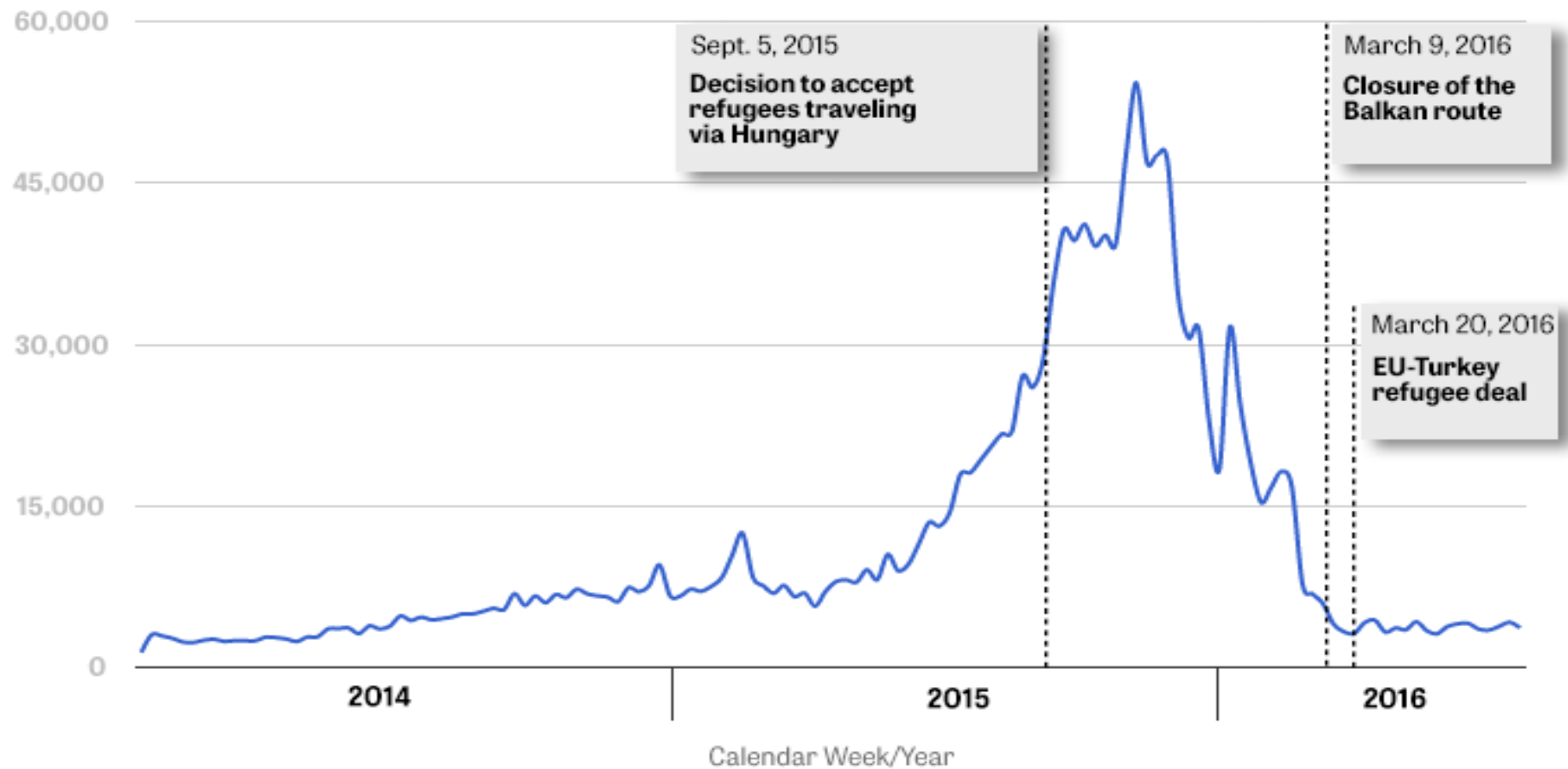


Source: CEAR 2019; Arcarons 2016

SPAIN: ASYLUM POLICY APPROACH

- Exclusive competence of the central state (despite social and employment services)
 - General Secretariat of Migration:
 - From Home Office Ministry competence
 - To Employment and Migration Ministry competence
- Focus on reception stage
 - Labour-market integration perceived as a cost rather than an investment
 - Outsourced to Third sector:
 - The Spanish Refugee Aid Commission (CEAR), The Catholic Migration Commission Association (ACCEM), The Spanish Red Cross and La Merced Migraciones (LMM).
- Main obstacle: lack of resources
 - Affecting sustainability of the national integration system

Development of Refugee Arrivals in Germany (per week, based on EASY registration system)



National practices: Germany

- **Some spotlights on Germany:**
- With recent refugee influx relaxation of access to work (before: prohibition to work was
- standard response).
- Goal: relatively early labour market integration.
- Myriads of new projects and actors appeared, not all of them qualified/well-planned.
- (New) intervention approach by employment administration = *early* screening and labour
- market integration measures for newly-arrived refugees. Interests from two sides: 1. filling gaps in sectors with a labour shortage, 2. learning organizations: not to repeat mistakes of the past
- Differential inclusion and new categorizations (for refugees): who is allowed to work depends on country of origin and residence status

Germany labour market

- Significant increase of regular – social security covered employment – for 8 non-EU countries (most frequent countries of origin for refugees) between 2013 and 2017:
- 63 th in 2013, 81 th in 2015, 180 th in 2017 and 274 th in 2018
- Employment rates (2018) vary greatly: for Syrian 26%, Afghanistan 32%, Nigeria 39%, Pakistan 43%.
- One third of registered refugees receive vocational training
- For most recent refugees the entry to regular labour market follows in most cases (35% in 2017-18) via temporary agencies

National legal framework. Which refugees are allowed to work? [Nov 2018]

- Four different types of protection: 1. asylum, 2. refugee protection, 3. subsidiary protection and 4. prohibition of deportation (= Duldung)
- Depending on the type of protection, these persons are granted a **residence permit** (1-3 years with possibility of extension or transformation into permanent residence).
- Recognised asylum applicants who have received a **positive notice** from the Federal Office may work **without restrictions**, and may also engage in self-employment.
- Asylum applicants who are still in the asylum proceedings with a “permission to reside”, can live in Germany **until the decision has been taken on the asylum application**, and work subject to specific conditions.
- Persons with limited **permission to reside** or **temporary suspension of deportation** are subject to special conditions for access to the labour market: permission

Germany

- **The public employment office runs ca. 60 programmes for refugees, run by several hundred external service providers in co-operation with industry federations (e.g. chambers of trade and industry)**
- **After a screening procedure (age, qualification, etc) different programs follow: vocational or other training programs > transitionary measures to enter labour market > finding matching employment**
- Standard set of instruments of Jobcenter and Agentur für Arbeit for labour market integration (for everybody, not specific for migrants or refugees) (in German: „Aktive arbeitsmarktpolitische Instrumente“)

Denmark: Conceptual Approaches to labour market integration of refugees

	Supply-side approach	Matching approach	Demand-side approach
Target group	Refugees	Employment services	Employers
Key problem	Refugees lack adequate skills, qualifications and motivation to integrate on the labour market	Lack of credible information and contacts between refugees and employers	Employers discriminate refugees in recruitment processes
Policy objective	Make refugees ready for the labour market	Match refugees and employers	Make employers ready for refugees
Policy solution	Improve skills, qualifications and motivation of refugees	Break down information asymmetries and facilitate contact between refugees and employers	Encourage and incentivize employers to recruit refugees

Denmark: Main Changes in labour market integration programs

	Before 2016	After 2016
Municipal integration program	3 years with focus on language training and activation in municipal activation programs	1 year with a combination of language and workplace training
Categorisation of refugees	Not employable (activation ready)	Employable (job ready)
The role of employers	Implicit (inactive)	Explicit (active)
Income benefits for refugees	Social assistance	Integration benefits

Italy: The reception system for migrants

- In 2017 130.000 applications for asylum and international protection were pending (examined 81.500, rejected 58%)
- Between September and December 2018, after the establishment of the new government, about 80% of the applications were rejected (a percentage that rose significantly even before the entry into force of the new decree on immigration)
- The reception system for immigrants is structured in two levels, at the first level there are:
 - ✓ Cara (reception centers for asylum seekers) and Cas (extraordinary reception centers). 131.000 migrants (January 2019)
 - ✓ At the second level Sprar (Protection System for Asylum Seekers and Refugees). 36.000 migrants (July 2018)

Italy: Changes in immigration legislation

- **Immigration legislation in Italy is based on two Legislative Decrees 286/1998 and 142/2015 (implementing provisions of the EU Directive on Asylum Seekers).**
- **Legislative Decree 113/2018 (the so-called "Security Decree"), some innovations have been introduced concerning the status of asylum seekers and refugees:**
 - ✓ **Revision of the reception system: the network of the Sprar centers changes their mission, with the exclusion of asylum seekers. Asylum seekers will be hosted exclusively in temporary and emergency facilities (Cara and Cas)**
 - ✓ **Restriction of cases of international protection: Italy maintains political asylum and subsidiary protection, eliminating "humanitarian protection"**
 - ✓ **Limitations in getting legal residence for applicants of international protection (limitations in access to welfare benefits: healthcare, housing, etc.)**

Italy: The labour market of migrants

- In the second quarter of 2018 the employment rate (people aged 15-64) was 58.7% for Italian citizens, 64% for foreign citizens of the EU and 61.2% for non-EU foreigners
- The unemployment rate was 10.3% for Italian citizens, 13.6% for foreign EU citizens and 14.2% for non-EU foreigners
- Segregation, insecurity, irregular work, illegal intermediaries, especially in agriculture (the "caporalato"), exploitation
- about 70% of all immigrant workers are employed in only ten sub-sectors. The areas in question refer to agriculture, construction, retail trade, services in catering and cleaning, logistics and, of course, domestic and care services.