Since the beginning of the 2000s, Germany changed its immigration policy to become a country that promotes the integration of newcomers and the recruitment of qualified refugees. This approach of immigration is nevertheless challenged, because of the continuous growth of the refugee flows since the beginning of the conflicts in the areas of South Sudan, Horn of Africa, Middle East (Afghanistan, Iraq, and Syria since 2015).

Source: 1jour1actu.com

Drawing on this context of increasing migration, both France and Germany try to find ways to manage this issue of growing flows of refugees. France is indeed one of the five European countries that welcome the most “displaced” populations.
### Table: Comparison of France and Germany

<table>
<thead>
<tr>
<th></th>
<th>France</th>
<th>Germany</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Number of inhabitants</strong></td>
<td>66 million</td>
<td>80 million</td>
</tr>
<tr>
<td><strong>Number of migrants</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Countries of origin</strong></td>
<td>Mainly Sudan, but also Syria, Afghanistan, Eritrea, Iraq</td>
<td>Mainly Syria, Albany, Sudan, Afghanistan, Eritrea, Iraq</td>
</tr>
</tbody>
</table>

The issue of integrating the refugees in the labor market is therefore a question raised by the public authorities in France, along with the companies and the civil society. This is why Orse (a multi-stakeholder association) drew its attention on this topic. It covers numerous and complex issues, and Orse thought that pointing out initiatives and answers given to this matter in Germany was interesting for French people involved in welcoming and integrating refugees.

Hence it is essential that we remind the terminological distinctions between a migrant, a refugee and an asylum seeker (I), and analyze the German public policies for the last two categories (II, III) in order to pursue our comparative analysis with the French pattern initiated by the French authorities (IV) and companies (V).

I) **A terminological approach to the topic**

A common confusion is often made between a migrant and a refugee (a refugee necessarily being a migrant, but a migrant not necessarily being a refugee) even in official sources, can they be public or private. Thus, it is important to clarify these terms.

What is meant by the term “migrant” is a person born in a specific country but living in another country, for whatever reason (professional, family, school, asylum seek, ...).

“Displaced” people are migrants that must leave their country for specific reasons:

- Major political crisis,
- Natural disaster,
- War.

Nevertheless, before obtaining “refugee” status in the host country, displaced people obtain “asylum seeker” status (due to their asylum request).
If the request is accepted, they then obtain the “refugee” status (according to the Geneva Convention of 1955 relating to the Status of Refugees), but if the request is denied, displaced people must leave the host country.

However, in the current context of migration faced by European countries, displaced people can benefit from what is called “subsidiary protection”\(^1\): every person whose situation does not meet the criteria to have “refugee” status can benefit from this protection, if there are serious and proven facts showing that the person is at risk in its original country (risks such as death penalty, torture, inhuman or degrading treatment, ...).

Source: [asile.ch](http://asile.ch)

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1 This procedure is provided by the Common European Asylum System. It was initially instigated by the Qualification Directive 2004/83/CE of the European Council, from April 29\(^{th}\), 2004, which has established the minimum standards for giving international protection to displaced people. However, those minimum standards were vague, which led to differences in the national legislations and practices in terms of asylum. Therefore, the directive was revised by the directive 2011/95/UE of the Parliament and the Council on December 13\(^{th}\), 2011. It contributed to the improvement of the quality of the decision-making and ensure an equal treatment for people fleeing persecutions, war and torture. This text was transposed into French law through the law 2015-925 on the reform of asylum from July 29\(^{th}\) 2015, and through the “Residence Act” in German law, recently amended by the law of March 11\(^{th}\), 2016.
Germany, as the European country which has received the most refugees, quickly had to adapt to this growing stream, and implement an efficient public policy, able to face this significant issue.

II) The public policies implemented in Germany

In Germany, immigration is regulated by common law (article 16a), which is a transposition from the Geneva Convention on refugees right of 1951. The two main texts governing the admission of asylum seekers into Germany and the asylum application process are the “Asylum Act” and the “Residence Act”. The former aims to codify the process and the consequences of giving or denying asylum to displaced people, whereas the latter states the rules regarding entry, residence, and exit of the country, and refugee’s employment.

However, in 2016 a reform amended the Asylum Act, by precising the conditions for obtaining the “refugee” status for asylum seekers, and the conditions for the employment of the refugees.

From now on:

- Integration classes are provided, with 600 hours of language course, and 60 hours of civic education (basic knowledge about human rights, State and politics, history, religion, art and culture). Along with the general class about integration, there are also specific classes for women, parents, or teenagers who do not know well enough how to read and write.
- Working programs are implemented by the government, which committed to create 100,000 low-salary jobs (paid about 1 euro per hour) for refugees. These are community works available in the welcoming centers for refugees, on a voluntary basis. Those jobs must be between 20 and 80 hours per week (it can be food distribution, maintenance, cleaning, …). A maximum of 84 euros per month can be earned, which adds to the monthly 143 euros they get from the State. Especially in Berlin, more than 4,000 asylum seekers work through these jobs, getting paid 1.05 euro per hour, whereas they are more than 9000 in Bavaria. This policy reminds of the one for the long-term unemployed persons in Germany, who earn 1.05 euro per hour for these extra jobs (let us also remind that Germany recently implemented a minimum salary of 8.5 euros per hour).
- Labor law was softened in order to foster companies to employ refugees, even if German or European citizens are available as well and more qualified (before that, it was subsidiary).
- Every Land has the power of assigning a mandatory residence to the asylum seekers, or to forbid them to go in certain areas, during the first three years of their residency, in order to avoid the ghettoization of certain parts of big cities.

Moreover, those who want to request a permanent residency, after they have lived for five years in Germany, must prove that they master German as a language and that they have a job and earn
a living. Those who do not meet these criteria are allowed to temporarily stay (as long as the situation in their original country remains too risky for them to go back). The request for permanent residency can be shortened to three years in case of particularly good linguistic skills in German.

Hence, all of this can be seen as a strong dynamism from the German government in favor of integrating migrants into the labor market. Nevertheless, it seems important to take a look at the companies, which are the most concerned by these policies of professional integration.

III) The alternatives proposed by companies

Companies have chosen to implement similar actions as follow the government. Indeed, they offer language trainings, integration classes (acculturation actions) or/and instigate work programs (integration into work).

The “We-Together” initiative is particularly interesting. It was implemented by a group of 36 companies (including ThyssenKrupp, Adidas Gruppe, Deutsche Telekom AG, Deutsche Post DHL Group) which committed to build projects aiming to the integration of refugees.

A. Acculturation actions

**Deutsche Telekom**

This company offers 3-month paid internships and aims to offer more than a hundred internships for refugees. These trainings include language courses, integration courses and can lead to the recruitment of the refugee by the company.

**ThyssenKrupp**

In 2016, about 50 refugees have started a training as part of the “We Help” initiative. This program, launched in September 2015, aims to create 150 extra trainings sessions, and 230 internships before the end of 2017. Through this program, the company is also offering advanced German courses to the refugees.
**Adidas**

The aim was to provide a first work experience to about 30 refugees, through a short-term internship (33 refugees interned at Adidas in 2016). Adidas provided this opportunity to 22 young people coming from five different countries. They were four-week unpaid-student internships during which German classes were offered, along with cross-cultural communication activities, sport courses, and training sessions about how to apply to jobs.

In 2017, Adidas kept up with these actions and offered to more than 30 refugees the possibility to intern at Adidas. The company created a new location in Herzogenaurach to provide the training sessions for 3 years and coordinate the integration of the refugees.

Moreover, Adidas, together with the Adidas fund, provides leisure activities and sports to help their personal development and integration in Germany.

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**Siemens**

In the spring of 2015, the company launched a 8-week internship program for qualified asylum seekers, in 14 different locations, along with a 6-month internships-program about a specific field of the company core business.

It provides the interns a German language learning and a training for technical issues such as electronics or mechanics.

Beginning of 2017, 13 asylum seekers benefited from 2-month paid internships. In August 2016, 72 paid internships were offered and 64 of them are now occupied. This works through a “twining program” which implies the involvement of nearly 500 employees of the company.

The company can also hire its interns when their training sessions are over.
2) Partnerships

**Deutsche Bahn**

Early 2017, Deutsche Bahn did not have any refugee as permanent worker yet, also the company launched a project that enables 12 interns to benefit from a joint program with the German Federal labor office, the Chamber of commerce and industry of Munich and Upper Bavaria. The participants come from eight different countries: Nigeria, Eritrea, Congo, Iran, Algeria, Somalia, Syria and Tunisia, and they all have an experience in the field of electronics.

This program includes a linguistic training and a practical experience, which allow the interns to deepen their technical knowledge in the different fields of activity of the company. Deutsche Bahn now envisions to expand this initiative to other cities in Germany, such as Munich, Hamburg, Erfurt and Bremen, by offering 120 internships to refugees.

**Daimler**

Daimler has selected, jointly with the State Employment Agency, some refugees between 20 and 51 years old to offer them 14-weeks internships including technical aspects but also German courses.

The Agency committed to finance the first six weeks of these internships, whereas Daimler will pay for the 3,5 daily-working hours for the remaining last eight weeks, according to the minimum wage standards. Daimler also committed to finance the German courses for the whole duration of the internships, which equals 3,5 hours per day.
C. Work integration

**Deutsche Post**

Deutsche Post provided many positions for refugees because of a great need of workforce, especially due to the growing needs of e-commerce. Hence, the company invested 1 million euros in integration programs on the first year, mainly through language learning and professional training. The jobs offered (mail and packages delivery) did not require any specific qualifications, so the refugees could quickly start their job.

Being one of the main employers in Germany, the company provides 1000 internships which can lead to a permanent work for the refugees wishing to stay and work in Germany.

D. Complementary actions

**Deutsche Bank**

Deutsche Bank has created a training center for 600 refugees near Frankfort and has also provided two vehicles to ensure refugees mobility.

Germany seems to be an inspiring model for French companies. It is indeed full of initiatives arising from the State and the companies. Nevertheless, some companies in France already took some measures through methods like training, support to associations. Before exploring them, let us remember what is the legal framework in France regarding migrants.
IV) What is enshrined in law

The rules of domestic law are enshrined in the Code of entry and residence for foreigners and the right to asylum (CESEDA). The law of 29 July 2015 on the right of asylum came into effect on the 2nd of November 2015. This law transposes several European directives, including:

- The directive 2011/95/UE of the Parliament and the Council of the 13 December 2011, regarding the standards about the conditions a third-country national or stateless person must fulfill in order to benefit from international protection;
- The two directives of the 26 June 2013, namely the directive 2013/32/UE of the Parliament and the Council regarding the common procedures for giving or withdrawing international protection, and the directive 2013/33/UE of the Parliament and the Council that establishes standards for countries to welcome people asking for international protection.

The law of 29 July 2015 deeply modifies the right of asylum in France. This reform improves the reception in France for the persons who got the right of asylum. It particularly aims to reach an average 9-month period during which an asylum request should be examined.

The law also introduces the creation of a new hosting device. Indeed, every asylum seeker should be able to find an accommodation and benefit from a stronger social support.

The accommodation issue is particularly important for the OFII (the French office for immigration and integration), which role is to welcome the refugees and provide them with an accommodation, according to the availabilities. This office helps the migrants who obtained a residence permit to adjust to France. The intervention of the OFII comes after the one of the OFPRA (the French office for the protection of refugees and stateless people), which examines asylum requests and can give the refugee the status of an asylum seeker or make him benefit from subsidiary protection.

Hence, once the asylum seeker has filed his asylum request, he gets a provisional residence authorization, which does not permit to have a provisional working authorization.

The seeker can be hosted in a shelter for asylum seekers or, failing this, in an emergency shelter, or in a hotel, thanks to the OFII. To ensure that this population is equally spread throughout France, the legal reform made it possible that the seekers are assigned to an accommodation in a different region than the one they filed their demand in.

Regarding access to health, the asylum seekers have access to Universal health coverage (CMU) as soon as their request is registered, and by showing their attestation.

Education is a requirement for the newcomers: every child between 6 and 16 years old must be sent to school by their parents, after they have been registered in the municipality they belong to (article L. 131-1 of the Code of Education), by presenting documents proving the filiation with the child, and by proving that the child is up to date with his vaccination. Children may go to kindergarten from 3 years old. The enrolment in high school must be done directly in the nearest school from the residency.
A. Access to employment and to vocational training as long as the asylum application is ongoing

An asylum seeker can enroll in any vocational training as long as it is not remunerated. However, he cannot have a paid work during the first few months following his asylum application in France but a working authorization can be demanded nine months after he filled his application, only if:

- The OFPRA did not issue its decision within the time limit after the application was filled
- He did not appeal to the National court of asylum.

To get this working authorization is rather uncommon because it is not automatically delivered. An employer can hire an asylum seeker who has gotten his residence visa, and as long as his working authorization is valid (the type of authorization depends on the type of residence visa)\(^2\).

If the asylum seeker is more than 18 years old, he can receive the Temporary waiting allowance (ATA) and the Monthly living allowance (AMS).

The ATA is paid by Pôle Emploi (the French Employment Agency) as long as the asylum seeker does not have any professional activity. It is a lump-sum payment (the calculation is based on 30 days, multiplied with the daily amount of the allowance).

The AMS (from 91 to 718 euros per month) can be added to the ATA, and to a professional activity. The OFII is in charge of managing this allowance, which payment is ensured by the French agency for service and payment.

B. Access to employment and vocational training once the asylum application has been processed

Asylum seekers whom demand is accepted obtain the refugee status. This status enables to get a 10-year resident permit for the asylum seeker and all his family (partner, children under 19 and direct ascendant). Once the status is accepted, a 3-month receipt is delivered, which is marked “recognized as a refugee” and enables the person to work, before he gets the final resident permit. Refugees can work in any field of activity, except from which are, by their nature, restricted to French people (officials, for instance).

\(^2\) There are several types of visas or resident permits which deliver a working authorization, for instance: temporary and seasonal residence permit, temporary residence permit for salaried employee, long-stay visa as resident visa, employee resident permit, private and family life residence permit, etc.
Regarding access to housing, the refugee and his family must leave the center where they were staying within 3 months.

Finally, as soon as they obtain their status, the refugees get Active solidarity income (RSA) and the other allowances provided by the Family allowance fund (CAF) according to the family type.

Regarding unsuccessful applicants, they lose forever the rights from which they benefited during the time their application was being processed. Their application receipt does not get renewed, they no longer benefit from CMU, and if they were staying in a Welcoming center for asylum seekers (CADA), they must leave it within the following month after they are notified from the refusal.

Nevertheless, the “subsidiary protection” status enables, under certain conditions, to obtain a renewable one-year temporary private and family life residence permit. This status also enables to have a professional activity and to ask for a resident permit for all the refugee family. People who have subsidiary protection can also benefit from the social programs stated above.

After reviewing the administrative assistance that migrants benefit from, it seems interesting to study the concrete actions implemented by French companies to promote their professional integration.

V) Examples of initiatives stemming from French companies:

Early 2017, there were a few initiatives that had been implemented by French companies. They mainly bring out the importance of a more framed and developed professional integration of the refugees. Following this idea, two main avenues are favored by the companies:

- Support to associations,
- Professional training.
A. Through support to associations

**Total, Accenture, Kodiko, Aurore**

The association Aurore, specialized in social and professional inclusion of persons in situation of exclusion, was chosen by the General directorate for foreigners in France (DGEF) and the Inter-ministerial delegation for accommodation and access to housing.

The project consists in managing and helping to resettle many refugee families which got the status. It means welcoming them, relocating them and helping them forward autonomy by acting on several aspects: opening of social rights, school enrolment for the children, learning French and accessing to health.

Secondly, the association helps to reintegrate the refugees into a professional activity.

This project costs 2,3 million euros and is financed by the Foundation Total (for 200 000 euros), which allocates a general budget of 800 000 euros on the issue of refugees.

**Fondation Air Liquide**

Air Liquide has supported many initiatives stemming from several associations, by financing their projects. Some of these projects were:

- Financing computers and video equipment, art material for the activities, and participating in the rebuilding of the website of the association “Parcours d’Exil”, which helps refugees to integrate into France,
- Financing the renovation and new material for the association “Français Langue d’Accueil” office, which offers supportive French classes,
- Financing the acquisition of furniture, one television, board games, one table soccer game for furnishing the common area at the Giuseppe Bruno accommodation center, managed by the association AWO Francfort.
B. Through integration

The Association for adult vocational training (AFPA), the General Delegation for employment and vocational training (DGEFP), the Ile de France Prefecture, the training insurance fund for temporary work (FAF TT), Adecco, Humando and Pôle Emploi (the French employment agency)

In Ile de France, 100 refugees will benefit from intensive English courses and from a job training in sectors experiencing shortages (construction industry, mechanics, automobile sector, logistics, catering). This program was implemented by the Ile de France Prefecture, together with the FAF TT, the AFPA, Pôle Emploi and Humando (a temporary work integration enterprise, affiliated to Adecco).

These 100 refugees are accompanied and divided according to 2 criteria: 50 of them have the status of job seeker, and 50 of them have the status of employee with a CDPI (development contract for interim jobs) at Humando. The trainings are financed by Pôle Emploi.

Through a training contract signed with Humando, the refugees have the status of salaried employee for 8 months, and they so benefit from the SMIC (the minimum wage in France). The program consists in a 4-month training in both French language and "Republican values" (social conventions, civic training, gender equality, ...). During this time, they can narrow their vocational guidance with certifying trainings. Thus, they can build their own professional project and they will then benefit from 4 month-certifying skills-training with periods of immersion in companies. This will provide them a professional designation, or a certificate of competencies (with the set of skills they have validated). All this aims at providing the trained refugees a regular employment contract in the end, in the company which has welcomed them for their training.

This note was written by Chloé Flageul, under the supervision of Lydie Recorbet, and translated into English by Lisa Vivoni.