

# **INTEGRATION OF MIGRANTS IN EUROPE**

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**(Germany, Austria, UK)**

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## **Abbreviation List**

IOM-International Organization for Migration

UN-United Nations

EU-European Union

FRG-Federal Republic of Germany

GDR-the German Democratic Republic

SPD-Social Democratic Party in Germany

FDP-The Free Democratic Party

LFS-Labor Force Survey

## **Abstract**

The flow of migration has occurred from the historical period, but nowadays it has reached to extensive numbers, which keeps European countries concerned about the situation. It brought to the fact that many countries implemented integration plans to manage migration. The purpose of the paper is to find how Germany, Austria and UK managed integration of migrants, what factors they applied in the integration process. Germany is considered as the second country with the highest numbers of migrants which faces serious problems of managing the flow. Its integration plan includes all the aspects such as education, vocational training, civic education, labor market integration. It is based on different levels that the migrants get engaged in their society life and adapt all the norms and conditions. The Austrian plan is based on creating peace and prosperity in the country and emphasizing the citizenship role in the society. To get engaged in the society the migrants are required to pass and gain different qualifications and trainings. The UK is not much concerned about the integration; instead, they want to bring together diverse communities together. The research will be based on studying different factors (job skills, trainability, citizenship, education) that help to manage migration and integrate the migrants.

## **Introduction**

Europe is now faced with an influx of migrants that raises confrontation within society and the government itself. The issue raises how to integrate them into the host society to be beneficial for both sides. Many European countries that have a significant number of migrants took steps to adopt policies for migrants' integration through different governmental and local systems. Integration is vital in migration as it can create a path for the communities to get established in a different environment, respect the host society values. Migrants can also have their contribution in the given society by integrating into the labor market. Migrants have always tried to find economic aspirations in host societies because of economic factors in their source society.

The paper will discuss how the countries namely Germany, Austria, and UK implement their integration plan, what factors contribute to the integration process. The integration refers to job skills, trainability, citizenship, education. The analysis show that both Germany and Austria have a structured plan of integration in the sphere of education and labor market. "Community cohesion" is vital for the UK to build a bridge for multicultural societies.

The contribution of the current paper lies in an attempt to find out what factors (job skills, trainability, citizenship, education) contribute to integrating migrants in the host society, what are the plans and strategies implied, whether the migrants find it useful for them to integrate and benefit that community.

The limitation of the study is that it is difficult to measure the successfulness of the integration process. This is an ongoing process facing many changes due to the flow of migration.

## **Theory and Theoretical Framework**

The influx of migration to European countries has created many obstacles for them to overcome. It is stated that western democracies are confronting with a dual crisis: societal crisis namely its institutions and population crisis (communities among them). It is perceived as “solidarity crisis” for migrants. The integration of migrants raises many issues among European countries; how to tackle with diverse communities and integrate them into their society (De Lusignan, 1994). Aston (2012) uses that integration is a challenging process that the citizen confronts on different levels in society. It is access to the labor market, civic life and education.

Guest et al.(1993) state that there are mechanisms from which the individuals get engaged in the community. There can be different integration layers for the individuals to participate in the community: 1) individuals’ objective status in the life loop, 2) social status that the migrant attains in the new community, 3) the push side form the source community and the pull side of aspirations from the host community.

Given the issue of integrating migrants into the society of the state, current paper sets on “Agency and Structure” theory. Integration in migration, are the individuals versus the state. The structure-agency theory implies the responsiveness of the leader to reach structural changes for satisfying the citizen preferences. It states that there is a causal relationship between the structure and the agent. The structuralists emphasize the “constraint” that the individuals come across in the structural environment. Some authors mention that the agents' behavior is confined to the structural factors. There is a causal relationship between the two shaping one another. It is argued that the events happen in a structured context when social and political consequences result in a reliant manner (Imbroscio, 1999).

(Aston) 2012 stresses that individuals live in an environment where social power dominates among groups. Individuals are accountable for the outcome and consequences of their actions. History

proves the results of self-determined actions and the choices. The structure is explained in economic, political, social context. Individuals are acting through the structures and limitation they exist in the society. Their behavior is an outcome of structural factors.

## **Methodology and Design**

Research design: Deductive Approach

Methodology: Qualitative

Secondary data of scholarly articles, reports were used.

RQ: What factors increase the potential for success in integrating migrants in Europe?

## **Literature Review**

### **Historical Background**

Migration has a long history which studies the migrants' engagement and involvement in different regions collectively or individually and how their lifestyles change in the new environment. Migrants face many obstacles when moving from the source country to the host one as they find themselves in the community and in the culture trying to adapt their values and norms. Migrants strive to keep their identity in the hosting society which can bring to racism or xenophobia in their environment (Alistair, 1999). Migration has played a significant role in forming the world. It has made changes in different parts of the world and has been vital for technological and industrial innovations. In the 20<sup>th</sup> century, it was seen as a threat to the population because of war or conflicts rather than a chance for migrants (Otto, 2005).

Since 1990, the flow of migration spread to rich countries such as Australia, the US, Canada as well Germany, France, and Japan have seen the highest numbers of migrants. During World War II, about 1.2 million migrants were employed in Germany. The number of migrants reached 7.8 million



by 1944. It was the cause of the forced labor during World War II. There is much debate among scholars whether migrants affect countries economic growth. Thus the most industrialized countries have been advanced by migrants' ideas, brains, workforce. They pave the way for new opportunities for commerce and culture (Demetrios, 1997).

### **Migration to EU countries**

Political fluctuations in Central and Eastern Europe raised the wave of migration to Western Europe since 1990. The arrival caused many immigration issues such as integration problems (work, education). It created a path for many European countries to have integration policies to manage legal access to their society. Since 1991 the flow of migrants increased and "the Single European Act" was implemented for the transfer of goods, services, and employees (Hess and Green, 2016).

The factors that affected migration to European countries were the results of labor shortages, the collapse of communism in Central and Eastern Europe. After World War II, many European countries lacked labor force and recruited labor from other countries to boost the economic growth as they could not meet demands based with their labor force (Jennissen, et al. 2006). Hooghe et al. (2008) state that the rise of migration forced many countries to accept regulations for the foreigners before entering their countries. But this did not stop migrants from moving to another country as labor migrants, political asylum seekers, for family reunifications. The economic factors of migration are explained as a cause of supply and demand. People from developing countries strive for new economic opportunities in rich countries.

The flow of migrants from to EU member states rose since 2008, but it has augmented to high levels in 2015. The recent influx was marked by the increasing numbers from Syria, Iraq, and Libya because of war, ethnic conflict or economic difficulties. It is estimated that one million migrants sought to enter EU member states in 2015. European Commission forecast shows that it will reach up to three

million by 2017. The current flow of migrants is so diverse because of their intent, origin that creates obstacles for the receiving countries to manage the flow (Gallo et al. 2016).

The vast growth in migrant and refugee entry to European territory in 2015 was a European fundamental challenge. EU reaction to this difficult situation was slow, and there was no strategic planning among the European Commission and the member states over relevant policies for the situation. European policymakers did not make any efforts to have their focus on Europe's common asylum system including separation of responsibilities among member states. Europe faced three enormous crises: 1) a rising protection system where the national asylum system had to cope with different nationalities to support and to protect them, 2) migration and border-control crises 3) humanitarian crises-thousands of migrants took dangerous journeys to cross EU borders (Bogdan and Fratzke, 2015).

The obstacles caused by migration raised many concerns for the European countries such as the risk of taking the native peoples' jobs and the presence of foreigners in the labor market. The research shows that migrants from non-EU countries were employed in low paid and the hardest jobs. Because of supply and demand in many countries, people with low qualifications entered the job market rather than with good knowledge and highly qualified skills. Each country pursued its peculiarities in the labor market. This raised the question how the migrants would adjust to the job environment and integrate into different level jobs. As the author states, the Albanian immigrants' had difficulty in integrating into the host society, especial for the women, as their rights were limited in their own country (Liberaki and Maroukis, 2005).

### **Causes of European Migration Crises**

Migrants entered Europe from different parts of the world trying to find opportunities for prospective jobs. Syria was considered to be the first migration source, but other conflicts in Somalia and Eritrea have relocated millions because of suppression and identity oppression (Yahya et al. 2015).

According to International Organization for Migration (2016), most of the arrivals to Europe were coming from Afghanistan, Syria, and Iraq. These are the countries where political unrest, conflicts have been pervasive. The influx in 2015 consisted of refugees who were in need of international protection and support (International Organization for Migration, 2016).

The vast arrival from Eritrea is accumulating to the global migration crises. They are considered the third most abundant group seeking to enter Europe. European countries are entirely refusing applications from Eritrea. Most of them are regarded as economic migrants. Many of them have done forced labor on a national level. During 2014 seventy-two Eritreans have tried to leave the country, and many of them have been tortured and faced cruel methods (Amnesty International, 2015).

### **Impact of the European Migration Crises**

Many people in need are entering EU seeking for international protection who cannot go back to their countries because of war in their own country or fear of being prosecuted. However, not all who enter EU need protection. Many of them seek to enter to have better lives. They are called economic migrants who can be rejected in the asylum application and returned to their home country. This creates many obstacles for European countries to fight against the illegal migration (The European Union, 2016).

The migration crisis in Europe can have three primary impacts for Europe. First migrants can enhance the labor force and have their contribution to the economy. When migrants are in a foreign country, they are ready to do any job that the citizens would not do. If the integration process has successfully been accomplished, they can become respected members of the society, have a boost in demand, adding value that increases a rise of GDP. Second, migration can be a right way of solving the issue of ageing Europe. Economists state that labor migration is not the only solution to balance the demographic trends such as low birth rate and ageing population. EU needs high-skilled labor migrants. European Commission overview is that labor mobility rise will boost labor market supply

and demand. But it is necessary to have high skilled migrants to reach high standards and to have a competitive economy (Holtslag et al. 2013). As Fenger et al. (2013) elaborates on labor migration, he mentions the 'Stockholm Programme of 2009' which intends to open EU borders for the chosen immigrants to strengthen European economy and make the EU powerful. This is a step to bring highly qualified workers for the EU economic competitiveness.

According to UN Population Division, there are about 191 million migrants all over the world in 2005. Migrants for employment, asylum seekers, refugees and their families are included in this global statistic. EU estimate of labor demand illustrates that demand for low-skilled workers cannot be temporary such as care workers or health workers, especially in an ageing Europe. Agriculture, construction, cleaning, catering has become like an "immigrant-dependent" sectors. According to European Commission Policy Plan on Legal Migration confirms that ongoing situation of EU labor markets can be regarded as "need" setting. There are member states that have labor and skill deficiency in different sectors which cannot be filled up with the national labor markets (Wickramasekara and Piyasiri, 2008).

A skilled workforce is an asset to have a sustainable and competitive economy. Europe 2020 strategy reports that 75% of people between 20-64 ages should be in employment by 2020. The statistic shows that 80% and more is estimated in Denmark, Sweden is down to 70% including Ireland, Greece, Italy, Malta, and Romania. In April 2012 European Commission reported that new labor market reforms should be amended to advance Europe's competitiveness: addressing the issues of ageing, migration flows (Eurostat, 2014). According to the World Bank, migration can restructure economic development. "The global monitoring report 2015/2016" states that the world is going through a significant demographic change as the growth of population is slowing down in developed countries but shifts on the contrary in less developed countries. Ninety percent of world poverty is centered in low-income countries where the majority of the population is young, and 75% of growth globally is in higher income countries where there is the issue of ageing. World Bank president Jim Yong Kim states

that the ongoing demographic shift can be a good tool to boost economic growth in which right policies should be applied to assist migration (Sam, 2015).

### **Managing Migration and Integration**

Migrants can play a vital role in the social, cultural and economic aspects of European society. Successful integration paves the way for legal migration which can boost EU development in different sectors (European Commission, 2016). There is much research about the integration of migrants which started in 19<sup>th</sup> century in the US and 20<sup>th</sup> century in Europe. The study shows that the migrants had many obstacles to integrate, but then they gained many benefits from the host society. One of the key factors is to have citizenship, then adjusting to language, culture, and customs. Migrants can have a negative attitude from the natives of the host society because of racial discrimination and political suppression. As the time progresses opportunities for the low skilled migrants reduce and the demand for high-skilled one's increase. Besides migrants who come from the countries with strict political suppression face difficulties in democratic rules (Rahsaan, 2010).

In 1950 after World War II, the economic growth and the labor market were progressing in Europe. The shortage of skilled workers was a risk for the economy. In 1957 it was stated in the European Economic Community that qualified industrial workers had permission to enter European countries. From 1958 to 1972 about 8 million foreigners from Belgium, Italy, France, Luxemburg, Netherlands were granted work permits. They were mainly engaged in mining and transportation sectors. A considerable number of workers came from Turkey to Germany, from Algeria to France and from the British Commonwealth countries to Britain. Migrants' families also came which paved a path to get legal migration as well as labor employment (Koikkalainen, 2011).

There can be different factors causing migrants move to another country: the first one includes the migrants who move for economic reasons and the second one is non-economic ones. The factors are grouped into three categories: demand-pull, supply-push and network. The factors may change

over time, but the demand and supply are the vital ones for the migrants. Non-economic aspirations include family reunion. A member of the family who is abroad as well as employed would like his wife and children to join. Family unification can play an important role in labor migration as well. Migrants usually come from farm families, and they forecast what will happen with crops depending on weather conditions. Thus the foreign labor market can serve as a way of reducing the risk of no income (Widgren and Martin, 2002).

Table 1

**DETERMINANTS OF MIGRATION: FACTORS  
ENCOURAGING AN INDIVIDUAL TO MIGRATE**

Type of migrant	Demand-pull	Supply-push	Network/other
Economic	Labour recruitment (e.g., guest workers)	Un- or under-employment; low wages (e.g., farmers whose crops fail)	Jobs and wage information flows (e.g., sons following fathers)
Non-economic	Family unification (e.g., family members join spouse)	Flee war and persecution (e.g., displaced persons and refugees/asylum seekers)	Communications; transportation; assistance organizations; desire for new experience/ adventure

Source: Managing Migration: The Role of Economic Instruments by (Widgren and Martin, 2002).

Hunt (2004) argues that migration can be beneficial in accumulating skill among the population rather than decreasing it. Holtslag et al. (2013) state that migration in Europe is perceived as labor deficiency in one country which can be substituted by unemployed people in another one. Migration benefits and costs depend on the differences of skills between migrants and non-migrants. If there are different skills distribution, people corresponding to the immigrants, gain from the labor market while the substitute ones suffer losses. Unskilled migration may result in decreasing the price of unskilled

services opening a path for the skilled ones. Concerning the migrant's skills, they may need rare talents to get engaged in the market (Hunt, 2004).

### **Action Plan on Integration**

EU saw many developments in the integration plan starting with Tampere Program adopted in 1999 and the integration policy in 2004. They stressed the significance of the integration and cooperation of EU, local and national authorities and evaluated how the mechanisms used were useful in the integration process (European Commission, 2016).

Migrants' integration plays an important role both in EU development as well as to manage legal migration. EU plan to migration includes cooperation with origin and transit countries due to solidarity and shared responsibility (European Commission, 2016). In 2016 European Commission launched an integration action plan for third-country nationals to strengthen the integration policies such as education and training, integration in the labor market, social inclusion and participation. EU aim was to back the Member States in the integration policies. There are still gaps in the labor market, social integration, and integration. The recent influx caused the problems regarding resettlement and relocation (European Commission, 2016).

## **Discussion and Analysis**

### **Germany**

#### **Historical background**

Germany was the hub of immigration in the 19<sup>th</sup> century when workers from Poland came to work in the mining sector. The foreigners escaped after World War II and doubled in heavy industries. Germany saw the high number of migrants from 1945 to 1961 when Germans from East Germany came to the West. FRG strategy to accept so many migrants was to develop its industrial sector on the one hand and to refuse the GDR communist system on the other hand. As the number was increasing and it comprised 400,000 in 1990, the government took steps to control the wave and accepted "a quota

system". It allowed entry of 225,000 people yearly from 1993 to 1999, and there was a slight decrease in 2000 about 100,000 migrants (Oezcan, 2004).

Before World War II workers' immigration to Germany from European countries increased. In 1910, it was already estimated about 1.3 million foreign people in Germany. Labor migrants were the majority of the foreigners. During World War II, the German economy was only developing by forced labor. In mid postwar period, unemployment hit Germany and GDR citizens integrated into the economy of West Germany. West German policy recruitment was not to further migration but rather they need migrants due to demographic changes. The work for migrants was unpleasant and low paid. German trade union decided to bring to balance the wage for both foreigners and the Germans. But the Germans did not want to get employed in such low paid jobs (Münz and Ralf, 2017).

### **Integration development phase: past and present**

After World War II Germany saw the flow of migrants who were called "guest workers" and benefited from integration policies. Germany began the recruitment as an outcome of its "economic miracle." During the period 1955 to 1973, 14 million workers migrated from Southern European countries, Italy, Yugoslavia, and Turkey. They were mainly engaged in service and industrial sectors. Integration measures were taken in 1970, and it was called "The Basic Principles for the Integration of Foreign Employees" which was aimed mainly at the labor market. In 1973, the federal government pursued two goals: to maintain the integration process and to decrease the flow of foreigners. After German unification, in 1990 "aliens" act was signed which pursued equal opportunities to social security (Bendel, 2014).

When Angela Merkel was in office in 2005, she stressed the importance of creating a dialogue on integration. A committee was formed which identified and recommended the necessity of starting language courses for migrants. The courses were also aimed at Muslim women who could participate



in separate female groups. They also mentioned the importance of educational programs which would give immigrants an “*Abitur*” diploma. It helps to enter the university and the job market (Leise, 2007).

The Integration Plan has the following pillars: a) it refers to EU “basic values” that is liberal-democratic values. It is required to pass 30 hours civic course where migrants get acquainted with German governmental system, culture, history. To get fully integrated into German society they should recognize German constitution b) employment as an essential aspect of integration opens a door for migrants to go from school to work by job skill training and classroom education. It is a vital part of integration to know the language, history, and institutions of that society (Leise, 2007).

Local integration projects organized by the Federal Office of Migration and Refugees is aimed at an interaction at the social level. One of them is called “Nurturing a Culture of Welcome” for new migrants who are not familiar with the new environment. Many volunteers are engaged in this project helping to get acquainted with the facilities, services as well as participating in cultural, sports activities. "Joint Civic Commitment" program is aimed at volunteering. Immigrants and locals who live in Germany for some period can become mentors for the new-arrivals. This program is an excellent chance to show one’s skills and strengths (BAMF, 2015).

The integration of migrants has become a vital issue in the past fifteen years. The federal government organizes the integration courses. It is comprised of 600 hours of instruction of German language, 30 hours for German civilization and culture. All courses are monitored by the Federal Office for Migration and Refugees. This can be considered as a central constituent in the integration policy. One billion euro has been allocated since 2005; in 2011, it reached up to 218 million euros for the organization of integration courses getting to 224 million in 2012. Nowadays there are 15.6 million migrants, out of which 8.6 million are Germans. Turks comprise the most significant group 15.8%, then Poland 8.3 %, Russia 6.7%, Italy 4.7%, Kazakhstan 4.6% (Bendel, 2014).

Germany is the essential destination for immigration as well as for asylum seekers especially in 2015. It is de-facto "a country of migrants" with a diverse ethnocultural background prevalent in the society. Thus, it has seen many changes regarding migration and integration. OECD announced that Germany is the country with few limitations on skilled migration. It is essential to understand the integration process changes during the period. There are three stages to look through the history of German migration. After Germany defeat in 1945, about 12 million expellees from eastern and central Europe entered Germany. Their integration was a challenge to form the citizenship law and created a legacy for ethnic Germans. When the German economy was flourishing in 1950, there was a demand for a labor force. The recruitment started from Mediterranean and Southern European countries. The "guest workers" engaged in factories (Hess and Green, 2014).

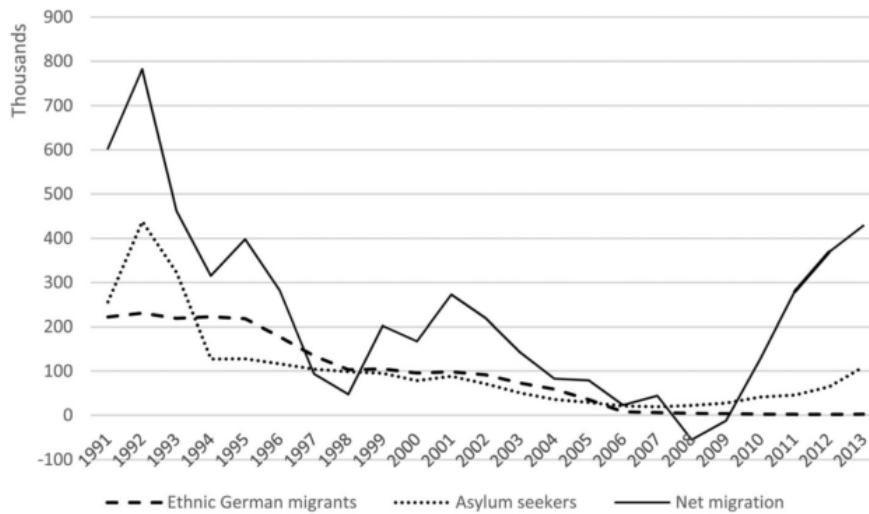
### **The First turning point: labor recruitment end in 1973**

In 1973 the social democratic SPD and the liberal FDP banned the recruitment of guest workers revealing the concern over increasing unemployment and oil shock, as well as increased social and welfare expenses. At that time, about three million migrants joined their families or married from neighboring countries. The family reunion was the point of immigration (Hess and Green, 2014).

### **The second turning point: Unification**

Immigration increased because of unification and many policy makers perceived it as "a genuine immigration crisis." Ethnic Germans of 1.4 million came from Central and Eastern Europe as well as from the Soviet Union between 1989-1993. Violence rose against the migrants, and the policymakers saw the emergence of new policy amendments. After 1996 language tests came into force and the flow of migrants decreased (Hess and Green, 2014).

FIGURE 1  
MIGRATION TRENDS TO GERMANY, 1991–2013



Source: Bundesamt für Migration und Flüchtlinge, Migrationsbericht 2013 (Berlin: Bundesministerium des Innern, 2015), available from <http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/Migrationsberichte/migrationsbericht-2013.pdf;jsessionid=>

Table 2

### The third turning point: Federal Election in 1998

Under Gerhard Schroder governance, there was the illusion that Germany was not the country of immigration. A new Citizenship law came into force in 1999 which pointed only in which cases the citizenship can be attained. The second change after 2000 was the demographic change, the low fertility rate, and the ageing population. This overlapped with the lack of high-skilled professions especially in the "New Economy" during the 1990s. As a result, Chancellor Schroder declared "the Green Card" scheme which paved a new way to amend the first immigration law in 2004. The third turning point played a great role in EU decision to accept the law on "Blue Card" in 2009 which allows professionals outside the EU to get employed. After many developments when Angela Merkel came into power, integration was the primary societal challenge. National Integration Plans, as well as the First National Islam Conference, was held (Hess and Green, 2014).

There is no single model for integration, but it is perceived being adjusted to different sectors of the society. Integration refers to education, professional training entry to the labor market, through the social welfare system. German integration policy falls on federal and local levels. The federal

government cooperation with municipalities to arrange labor market integration is successful with the jobseekers having a migration background. By the acceptance of Immigration Act in 2005, it facilitated to structure the integration courses monitored by the Federal Office for Migration and Refugees (Council of German Foundations on Integration and Migration, 2012). According to IMF report, the advanced economies suffered during the economic crises. Germany's GDP fell 2.1% in 2008, and it was registered 3.5 million people unemployed. The pressure and inclination to protect their job are very high, but Germany needs skilled immigration in different sectors of the country. Germany needs mechanisms to manage labor migration, to scrutinize current shortages in various industries and estimate the future needs (Sussmuth, 2009).

### **Labor Market in Germany**

Germany Labor market is the largest one in the EU comprising 42.7 million people. It has been reported that there is a lack of skilled workforce. Since 2005 the number of the unemployed fell, and except in 2012, the unemployment rate increased from 6.8% to 6.9%. A study was conducted by the Federal Employment Agency, and 2.9 million people were interviewed, and half of them had a migrant background. They did not have vocational qualifications, had basic knowledge of German. The German Federal Government has formulated the concept of skilled workers: education for everyone, better training and education, integration and skilled immigration (Federal office of Migration and Refugee Report, 2015).

One of the integration measures includes vocational training. That guarantees to enter the job market and creating networks among the agencies and organizations. German integration aid has three levels: linguistic training, professional and vocational qualification. Language training is essential to enter the job market and to have a medium-level job to meet the ends. Education is also an important integration measure to gain the relevant qualification. In many European countries, there is a gap between unskilled and the skilled ones. The adults ageing 25-64 have the only secondary education. It

is 47% in comparison with the 14% of the native people. It shows that the migrants having lower educational background have lower professional status (Liebig, 2007).

The Institute for Employment and Research surveyed the period of 2008-2015, which reveals the occupations filled by migrants. IT specialists and management consultants comprise the lowest, ranging from 8,000 to 10,000, office and clerical jobs cover about 15, 000 and unskilled workers about 38,000. There is a need for highly qualified workers in IT, car industry, and nursing. The Federal Government cooperates with third-country nationals in the area of economic migration. German companies want to hire contract workers to boost integration. The positive trigger to the movement of goods and supply of services done by the contract workers are relevant for the labor market. The aim is not to employ foreign workers but instead creating partners. The seasonal worker's employment is also essential for the agricultural sector. The demand for seasonal workers from the third countries is that it is challenging to find the local ones (Germany National Report, 2010).

**Entries into vocational training in % (Table 3)**

Year	Total	Women	Men
2011	35.4	31.8	38.8
2012	33.7	30.9	36.3
2013	31.7	28.1	35.1
2014	31.1	28.8	33.2
2015	26.0	26.2	25.8

Source: “Trainee database” based on the data from the vocational training statistics, the Federal Office of Statistics

The graph shows the percentage of people who have passed vocational training from 2011-2015. As the graph shows participation in vocational trainings is high in 2001 by men. It comprises 38.8%

compared with women 31.8%. But there is a gradual decline till 2015 and women participation is 26.2% in 2015 in comparison with men about 25.8 (Federal Office of Statistics).

**The number of people employed in the sector after vocational training from 2011-2016 (Table 4)**

Sector	2011	2012	2013	2014	2015	2016
Trade & Industry	345,258	339,498	325,502	322,161	321,067	320,051
Skilled trades	151,265	147,036	145,071	146,750	149,137	149,604
Public sector	12,460	12,196	12,426	12,523	13,360	13,911
Agriculture	12,628	12,474	12,522	12,661	13,058	13,121

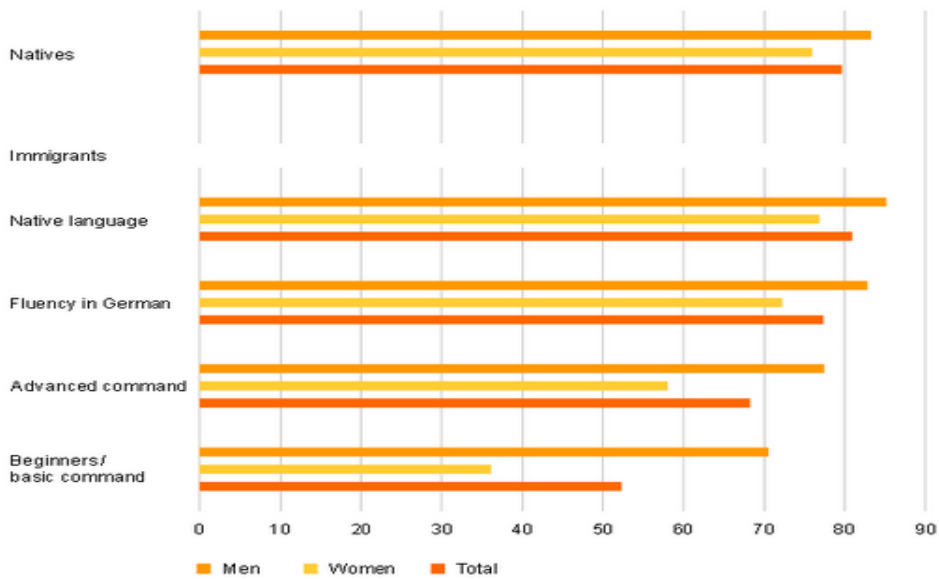
Source: Federal Employment Agency Statistics

The table shows the number of people who have passed vocational trainings and employed in different sectors. In 2011, the highest number of people employed in trade and industry sector that has 345,258 people. Agriculture sector had the lowest number of 12,628 people and increased in 2016. A skilled sector is the third one employing 151, 265 people and the fourth is the public sector. It had 12,460 people working, adding 13,911 in 2016. It shows that there is a success in the integration plan recruiting people in different labor sectors (Federal Employment Agency Statistics).

Net immigration in 2015 is estimated about 1.16 million foreigners in German history. This shows that Germany labor market integration is necessary. In 2014 the immigrant's employment rate having basic knowledge of German was 52.3% which was an increase in possessing good language skills. It reached up to 77.3% among immigrants who speak fluent German. It shows that it is necessary to know the language, to get integrated into the labor market. Immigrants who have basic language skills, the rate of unemployment is 13.7% in comparison with the native population 4.2% (Publication-STATmagazin, 2014).

Table 5: source Statistisches Bundesamt

**Employment rates of natives and first-generation immigrants, 2015**  
by German-language skills, aged 20 to 64 years, percent



Additional microcensus survey of 2014  
© Statistisches Bundesamt, Wiesbaden 2016

In 2014 the immigrants who had basic knowledge of the language they occupied low-status jobs. A good fifth employed in craft occupations and 8 % had a high qualified job. This shows that the first generation immigrants could improve their language skills which gave them the opportunity to have better jobs. 14.3% of the first generation immigrants who had a good command of the language employed in elementary occupations. They did clerical support jobs and also did high qualified jobs (30.3%) (Publication - STATmagazin, 2014).

Table 6: Source (Publication - STATmagazin, 2014).

### STATmagazin - Labour Market

Language skills and occupations of first-generation immigrants, 2014<sup>1</sup>

Occupations	Mother tongue	Fluent	Advanced knowledge	Beginner / basic knowledge	Tota
	%				
Highly qualified occupations	42.3	30.3	13.7	8.7	25.4
Clerical support workers	9.6	11.5	4.4	/	8.3
Service and sales workers	11.7	16.6	14.4	9.9	14.4
Skilled agricultural, forestry and fishery workers	/	/	/	/	/
Craft and related trades workers	17.8	15.5	19.6	21.8	17.9
Plant and machine operators, and assemblers	8.0	11.5	15.6	12.2	12.1
Elementary occupations	10.4	14.3	30.7	43.2	21.1

/ = No figure due to limited reliability.

<sup>1</sup> Immigrant workers aged 20 to 64 years.

Source: additional microcensus survey of 2014 on the labour market situation of immigrants and their direct descendants

As Angela Merkel stated during the Integration Summit in November 2016, to be successfully integrated into the immigration society, the immigrants should accept their values, German Basic Law and Constitution, have German language skills, participation in the community and working life. Involvement within society is essential to come to a mutual understanding (Federal Government, 2016).

## Austria

The National Integration Plan in Austria is a structured plan, which covers goals, principles, and challenges in the following fields: employment, language and education, social issues. By developing Integration Action Plan, it opens up for a "social peace in Austria." This is an approach for sustainable development in the country to overcome new challenges. It is a nationwide plan for integrating migrants successfully for building up "social peace and prosperity" as Foreign Minister Sebastian Kurz mentioned (National Action Plan – BMEIA, Außenministerium Österreich, 2010).



Austria integration agreement is aimed at integrating foreign people legally in Austria. The goal is to offer good command of German language especially writing and reading so as people from third-countries can engage in the cultural, economic and social life. The agreement consists of two modules. The first one is compulsory when individual residence titles have been given. The second one is not mandatory but is necessary for gaining long-term residence. Module 1 is mandatory for the third country nationals when they are given the following residence titles: "Red-White-Red Card, "Red-White-Red Card plus," "Settlement Permit." Red-White-Red Card" is given when the first module is completed. After completion of German integration classes and approved by the Austrian Integration Fund, the migrants receive the certificate ( Integration Agreement, 2016).

To integrate migrants is part of a policy goal in Austria. There are seventy-three pilot projects aimed at developing broad language programmes. It includes support in vocational education and training, as well as practicing German as a second language. Schools in Austria try to organize language education in the migrants' language of origin. During 2014/2015, 33, 016 people took such courses. 'Welcome classes curriculum' has also been developed. It includes history, geography, English language. It is estimated about 2 million each year. The Austrian Court of Auditors conducts evaluation how the education system has coped with people of migration background. During the audit, it was recommended to include more teachers to teach German as a second language as well as train teachers for "team teaching" (European Commission, 2016).

Germany emphasizes on expanding skills and abilities as an international citizen. Austria puts forward its national interests, as the migrants should grasp the history that includes the relationships on a local level connecting to worldwide aspects. Respect builds identity, which plays a significant role in creating a European identity. Austrian plan included international citizen as the principal one compared with the German plan, emphasizing the goals of integration as the political one. The goal is to form individuals contact with other international citizens (Ortloff, 2006).

The federal Minister of Interior took the initiative till 1996 toward implementation of integration and migration policies. Initially, they wanted to integrate the long-term migrants. The Minister of Labour started to issue work permits to third-country nationals which were an enforcement of labour market testing. "The Labour Market Testing" reduced the number of seasonal workers in agriculture and industry. In 2003 "a green card" policy was implemented that the long-term migrants could enter the job market without having the work permit. This "green card" system decreased the number of third-country nationals coming for a seasonal work which gave them the opportunity for residency. It should be taken into account that seasonal workers access to the job market easily results in decreasing "clandestine work" (during the season of harvesting) which is the basis of recruitment (Biffl, 2016).

Thus, the most vital factor in the labour market integration is the continuous follow up after taking German language courses, vocational trainings to see the outcome of the progress. Naturalization is an outcome of successful integration in Austria rather than a tool to realize it. A large amount of money is invested taking into account the significance of the issue. The successfulness of the integration policy lies in evaluating how the integration is implemented. In 2009, 63,570 migrants took such courses and two hundred thirty million euro was spent. The great proportion was spent on qualification projects. Evaluation experts note that the integration should be evaluated on an objective level as well as subjective including migrants and society (Bohaczek, 2010).

From 2010 to 2011, there was a controversy over the over-qualification of migrants' skills and jobs. Education institutions and regional governments discussed the strategy to start a plan of lifelong learning. It becomes difficult for the migrants to get a job in the sphere of health and security as good education skills and qualifications are required. Most of the migrants have left school earlier and an integration plan to give them access to gain educational skills started. A law on education and training came into effect in 2016. In 2015 "A structured welcome culture" was initiated, and the goal was to enhance the communities well-being focusing on skilled workers and how to manage their settlement.

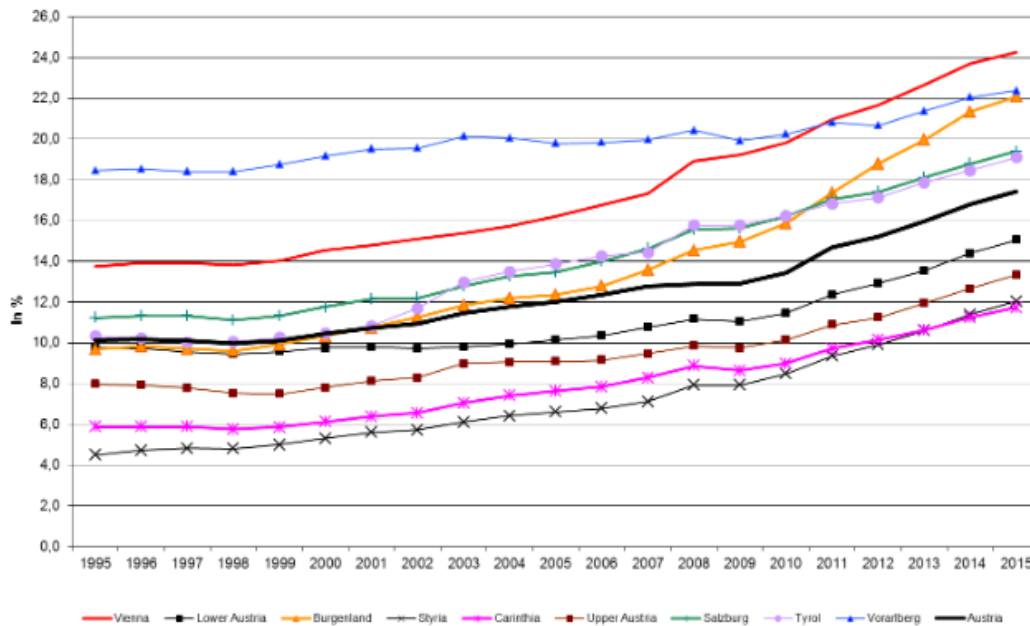
Migrants are integrated according to a "labour market governance system" which is based on the implementation of policies on the joint level (Biffl, 2016).

### **Labour Market Integration**

The Austrian Institute of Economic Research study illustrates that migrants face many difficulties successfully integrate into the labour market. The study shows that 62% of the migrants in Austria who entered from 2005-2014 participated in educational programs. Besides migrants state that the level of their education is not recognized. Furthermore, 46% of those arrived had basic German language knowledge, limited skills in different labour sectors. The researchers point out that it usually takes several years that they can integrate successfully. In 2014, a five-week program was organized, and 898 people participated. The participants were not representative, and they took part on a "first come" basis. They had basic knowledge of German language, and they wanted to know their occupational capability and what prospect they had in the labour market. The participants included from Syria, Iran, Iraq. The results show that Syrians, Iranians level of education is above schooling compared with Iraqis who had school level education. The participants did not have work experience, and they could find jobs only in those sectors where there were shortages such as agriculture, mining, community service work (Eurofound, 2010).

Construction and industrial sectors are mainly employed by the migrants. The number rose from 84,000 in 2012 to 3,475,300 in 2015, and it shows high growth in employment. The result was not productivity rise but the result of hiring seasonal workers. Service sectors are not popular among migrants as it includes health, education and public administration. Cleaning and domestic services comprise 38.3%, the lowest share refers to the public administration about 4.1 %, the highest share is falling in agriculture sector 58.2% ( European Commission, 2016).

Table 7



Source: Federation of Austrian Social Security Institutions.

The order is shaped by a mixed group of temporary workers and their focus in different regions depends on their nationality. Vienna had the most substantial number of migrants 32% in 2015, then comes lower Austria with 14% and Upper Austria has 13.6%. Given their specialization in different occupations in clothing, textile, construction, migrants are located based on employment destination (Biffel, 2016).

The problem of skill shortages is increasing in Austria, and the government initiated a program since 2008 to enhance skilled employment. Labour shortages are marked in the metal industry. A program "skilled metal workers training" was organized to training from 5,000 to 10,000 migrants per year allocating 133-million-euro budget. The participants took intensive trainings, which followed final examination. To gain practical experience, the participants are placed in machine parks. Six hundred persons who have participated in this program each year, 40% of the participants finished the course. The first evaluation recommends that the program was successful as after completing the course, the participants could find a job. Language courses and vocational trainings followed the

integration courses. The courses are divided into three levels based on the German language skills and the level of qualification. Vocational trainings on a job were also organized as a path for labour integration (Krause and Liebig, 2011).

## **United Kingdom**

Immigration is the road that many minorities and communities have shaped for centuries. The main reasons for migration were the economic ones, as well as labor shortages in many sectors, especially after World War II. European economies were reconstructing due to less paid sectors. Racism groups formulated; family unification occurred for already permanent immigrants. Labor demand was not only expressed from a supply of former colonies. Labor supply came from neighboring countries as well as from underdeveloped ones with low wage system. Since 2004 eastern and central European eight countries accession to EU, the number of migrants increased to the UK. Many EU member countries controlled the entry of skilled immigrants' entry. Regarding the integration and access to the state, it depends from one community to another. The agricultural sector has always been prevalent among migrants which has a long history (Graig, 2015).

The UK has integration policies for refugees, citizenship and community cohesion. There has been much discussion about the integration of migrants. UK government is concerned with the term "integration" stressing if the migrants can become on the same level as the rest of the population. There are separations within the government on this issue and the lack of understanding to what extent the migrants have a commitment and obligation to integrate into UK society. The term itself refers to labor market, cultural and social interaction, access to education. There are also some areas that the migrants can benefit such as health services and education programmes to meet their specific needs. Good command of English language is the prerequisite to enter the job market. It was argued that integration could build a bridge to multiculturalism, on one hand, bringing together minority groups. On the other hand, community cohesion is the key to integrate the newcomers and the old ones (Spencer, 2011).

The flow of migration to the UK from 1999 to 2009 added two million people out of the whole population. There has been a 70% increase in the foreign-born population. In 1993, it was 3.5 million people reaching 6.5 million in 2010. Foreigners in the UK have experienced both lower and higher employment rates. During the recession from 2008-2009, both the foreigners and the natives have the same employment rates. The unemployment rate among immigrants is a result of their educational qualifications as well as the language barriers. The integration system by the government has changed since 1990: language and citizenship test passed in 2004. Labor administration and Conservative-Liberal Democratic coalition stressed the importance of multiculturalism culture (to preserve minorities culture and identity) (Saggar & Somerville, 2012).

Despite the history of immigration, the UK is facing a high level of immigration. During the Tony Blair administration, economic success had a low unemployment rate around 5% in 2003. Terrorist attack in June 2005, tragic events of immigration, made the government accept policies and laws to manage the flow. Since 1993, UK has passed five important legislation-1993, 1996, 1999, 2002, 2004. In 2005 the government passed a five-year strategy called "Controlling our borders" to make migration work for Britain. The government goal was to integrate the current migrants and promote sustainable development for their community. There were several difficult challenges to face for the UK: demand of migrant workers because of the ageing workforce, integrate ethnic minorities, guarantee good cooperation (European Commission, 2007).

In March 2014, about 228,000 immigrants entered the UK for work. It is a statistically significant rise compared with the previous year when 190,000 people migrated for work. It shows that 61% of those migrants are EU citizens and 41% is non-EU. The second reason to immigrate to the UK is to pursue studies. In 2014, 177,000 people immigrated to study and out of which 73% were non-EU, and 22% were EU (Office for National Statistics, 2014).

## Reasons for Immigrating into the UK, 2004 to 2014

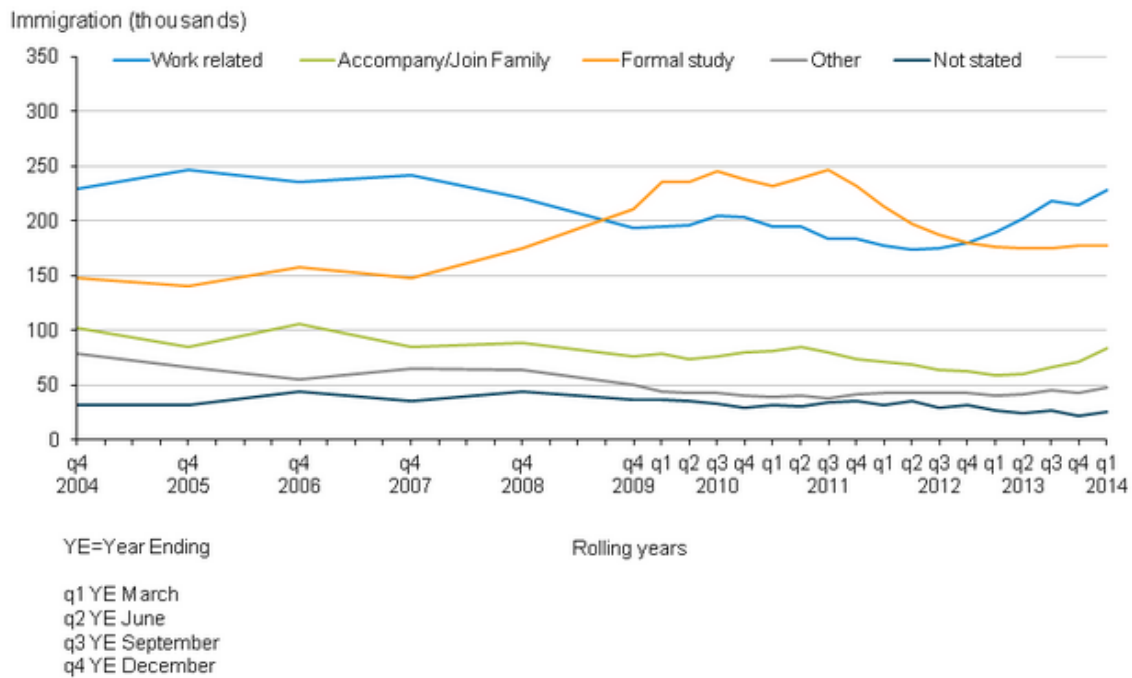


Table 8 Source: Office for National Statistics

UK government has passed strict rules on obtaining citizenship for non-British people. The migrants should comply with following categories: if the child has lived in the UK at least ten years being outside on a short period, he or she can obtain British citizenship regardless of the parents' status. Migrants should complete residency conditions (staying in the UK for five years). According to ILR (Permanent residents with indefinite leave to remain), the migrants should not be absent 450 days for five years and 90 days during the last year. They should have a good command of English and pass "the life in the UK test." It is composed of 24 questions and lasts 45 minutes. The passing grade is 75%. The test commenced in 2010, and the fee increased from 200 pounds in 2005 to 1000 pounds in 2015. Poorer and less educated people failed the test. Foreign citizens' number reduced to 40% in 2014 in comparison with the year 2013. The number of citizen applications decreased from 2002 to 2014 as "the good character" condition was introduced which refused criminal history (PERFAR, 2015).

The migrants who live in the UK do not have “access to public funds which means that during the first phase they are under control and leave on special conditions. They have no permission to "job seekers and disability allowance," housing benefits (The UK Independent Charity, 2015).

### **Labor Market Integration**

Immigrants who entered the UK had low employment rate but a good occupational result. Their educational background is at a low level without any qualifications as they left school at the age of seventeen without striving to continue. Having no practical work experience, they are more likely get employed in the agricultural sector, as well as hotel and restaurant sectors. These are the sectors that are mostly employed by the immigrants. During some period, they can move forward by gaining "UK specific work" experience. After gaining work experience, it would allow migrants to apply for new job opportunities to meet local job market requirements. The educational opportunity for immigrants is their young age. But within the age limits 25-35 the percentage of highly educated is higher (Fratini, 2014).

**Table 1. Characteristics of Recent Immigrants to the United Kingdom, 2000-12**

	Average Age	Share Women (%)	Highly Educated (%)	Low Educated (%)	Highly Educated, Ages 25-35 (%)	Low Educated, Ages 25-35 (%)
Natives	40.8	50	16	52	26	43
<b>Recent Arrivals</b>						
Arrivals from European Economic Area (EEA)	30.6	50	41	9	51	7
EU-12	30.4	50	37	9	47	7
Other EEA	31.0	51	49	11	61	8
Non-EEA Arrivals	32.2	50	42	14	51	12
<b>Arrival Cohorts</b>						
2000-01	33.1	50	40	16	46	15
2002-03	32.3	50	41	14	49	12
2004-05	31.7	49	42	11	51	8
2006-07	30.8	50	43	10	55	8
2008-09	29.5	49	41	10	55	8

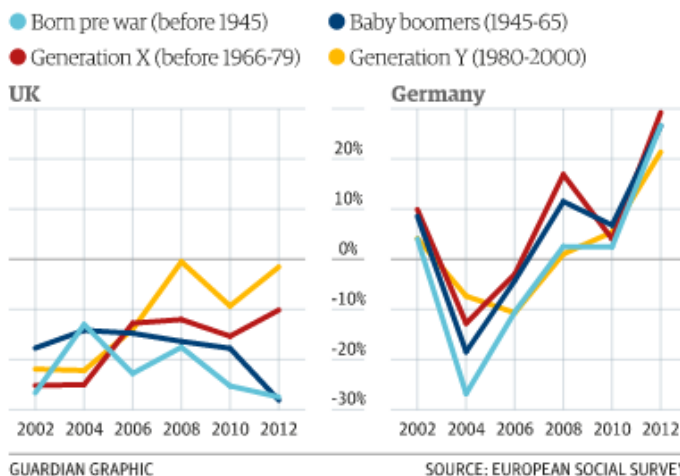
Source: Analysis based on UK LFS (Labor Force Survey) microdata



Comparing German and UK immigration trends from 2002-2012, the survey shows that Germans who think that migration is essential for the national labor market explains, that since 2004 it raised from 27% to 53 %. Those who criticize migration in Germany concentrate on its cultural impact, but the criticism in Britain focused on the who and how many. It also speaks about the good German integration plan to take language, cultural, history courses. German "National Integration Plan" include 400 determinants of the government, social actors concentrating on education, developing language skills and integrating them into labor market (Nardelli and Oltermann, 2014).

### Immigration Good for the economy?

Is immigration bad or good for country's economy? Net 'good' score



Labor government implemented a strategy of migrant's integration from 2005 to 2010. The strategy was called "a stock-taking" rather than "goal-driven". The strategy to integrate the new comers was after 7/7 London attack. It aimed to stabilize the immigrants' interests as well as long-settled communities. "Community cohesion" policy included exchange youth programs, school-twinning projects (Saggar and Somerville, 2012).

Since 1997, when the Labor Party was ruling, migration policies were amended. Labor could enhance anti-discrimination perceptions and create "community cohesion" which implied to connect

isolated communities and promote common values. During the recession, UK had high growth, and the foreigners could engage in many vacancies. UK government introduces a new "Points-Based System" which consists of five tiers (Somerville et al. 2009).

**Tier 1:** It aims to bring high-qualified workers without any job offer. The skills of the applicant and characteristics are taken into account. It is targeted for certified qualifications and to the youth **Tier 2:** It permits those with an offer from a sector which has a shortage in a labor market. This sector is introduced by the Migration Advisory Committee that gives the government advice on the sectors which have labor market shortage. It is aimed at non-EU economic migrants (Somerville et al. 2009).

**Tier 3:** The government foresees tier 3 as a route of migration engaging in "lower-skill jobs". Seasonal Agricultural Workers Scheme is included in this project as well. It targets farmers and low-skilled workers to take on agricultural work. In 2008, 16,250 workers migrated. They are engaged in collecting crops, packing, and processing. **Tier 4** is for student visas, and **Tier 5** is for volunteering and exchange programs (Somerville et al. 2009).

The demand for migrant labor and the economic growth in low and high-skilled sectors in UK economy are the primary immigration drivers. Education, migrant' skills, socio-economic background plays a crucial role in determining the criteria set by the government. Migration to the UK is mainly linked to work. It decreased during the recession from 242,000 to 184, 000. Family migration saw fluctuations during the recent years. The overall number to join their families comprised 74,000 in 2015 compared with 1991, over 90,000 (Ruhs and Vargas Silva, 2016).

## Conclusion

After initial experimentation with integration processes, the only measure of success we have so far is whether they are employed or not. However, it appears that to be partially successful because of the primary reason for integration is to get the migrants jobs. If that is the case, it is the measure at this moment. We can say that language and social support are essential factors for integration. Also, integration programs are also a part of success. After discussing the three countries, it becomes apparent that both Germany and Austria have long-term expectations and opportunities in integration. The importance of educational opportunities and workforce integration are successful initiatives targeted at the particular needs of migrants. Workforce integration of migrants to gain skills in different sectors is a great achievement at a national level. German integration plan is a two-way process as it includes both local and state officials, experts, different organization representatives. Labor integration requires time to reach thus initial steps providing vocational trainings are apparent in Germany and in Austria. German labour market is very cautious when recruiting foreigners as the requirements of the labour market are very high. Migrants lack skills and qualifications relevant for the job market that is why they strive for a low-level job. Commitment to getting integrated into the job market is initiated, but the successfulness of integration requires time to evaluate what factors worked well and what should be changed over time. German government strives to have a valid integration plan, but there are restrictions regarding migrants' inclusion and participation in different spheres. Prohibition on dual citizenship shows that Germans are not ready to give equal status the natives have. Integration plan in Germany is well-structured including all the aspects but the progress is still in operation.

What Austrians aim towards integration plan is to promote peace in their country, and the goal is to integrate the migrants legally. They initiated mandatory language programs to gain long-term residence and naturalization is a way of successful integration. To see the progress, it is compulsory to do an evaluation and follow up how the migrants get engaged in the labor market. Austria puts forward its national interests that the migrants should perceive their values to integrate into the society.

“Labour Market Testing was implemented” decreasing the number of seasonal workers. On the one hand, Austria tries to integrate the migrants in the labour market by providing language courses and trainings, but on the other hand, the requirements are higher than the migrants' skills.

The UK is not concerned with the integration of migrants but instead bringing together minority groups together. During Tony Blair legacy many labour policies were implemented and seasonal, agricultural workers increased. But during the conservative era, they are more concerned about security, border control and the inclusion of communities. Nowadays government tries to create a positive image of diversity and promotes a progressive type of multiculturalism.

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