Research Paper

Moving Towards a Welcome-Orientated Migration Management in Germany?

Birte Steller
(Hamburg Welcome Center)
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Hamburg Welcome Center

Worldwide Migration – A Key Challenge of the 21st Century

Demographic change has become one of the crucial challenges in the past decades and will continue to be one as the population is still in the middle of a severe change process. While two hundred years ago only one billion people inhabited the world, the number had increased to two billion by 1950. By the end of the 21st century the population is estimated to grow up to 10 billion people. At the same time a number of states with a high level of industrialization are facing a decreasing population.

This dichotomist development requires different and context-specific strategic planning as well as measures in the demographic field. The population growth of some countries demands more achievable and sufficient capabilities for all, while other countries are concerned by their demographic losses and have to tackle the challenge of recruiting adequate human capital supply for the labour market and social welfare depositor for the aging society.

The nations in Asia are at different stages of demographic development. As in Europe – and particularly in Germany – some Asian states see the need for establishing a demographic management strategy to tackle the challenge of aging societies and a growing lack of labour force potential. This paper focuses on the measures introduced to cope with this development and its direct impacts on the social and welfare-state.

It is acknowledged that a high quantity of labour force is needed to cover the social and welfare costs for the whole society. Furthermore, it is a fact that the success of an enterprise depends on its ability to attract and the availability of the necessary human capital. In times of a globalized economy and transnational relations, success in economy, science and administration depends also on the possibility to recruit employees with international and intercultural competences (multilingual, flexible, ethnic open).

The Impact of Immigration and Welfare on an Industrialise-Receiving-Society

From the German government’s, corporates’ and industrial associations’ perspective, the current and future need for skilled workers, especially in the health, crafts and IT sectors, cannot be met entirely through additional training and requalification measures for people living in Germany. Due to expected demographic developments, immigration of qualified workers from the EU and other countries is also required (Fortschrittsbericht 2012, 48 ff.).

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1 Birte Steller, laywer and Oberregierungsrätin, City of Hamburg. Director of the Hamburg Welcome Center since 2009. This article represents only the personal opinion of the author.
2 UNCSDF Secretariat (2012).
It has been recognised that the attractiveness of the German labour market and the successful integration of immigrants depend to a considerable degree on an effective welcoming culture.

The OECD study published in February 2013, “Recruiting Immigrant Workers: Germany 2013”, concludes that, although the Federal Republic of Germany is now among the OECD countries with the least restrictions on labour migration for highly-skilled professionals, immigration so far has been low compared with other countries and in relation to the size of the German labour market.4

One of the key reasons for this comparatively low level of labour migration is that German companies, especially small and medium-sized enterprises (SMEs), have put little effort into recruiting foreign workers. According to the OECD, another barrier for migrants is poor or non-existent German language skills.

The results show that the required increase in immigration cannot be achieved by improving only legal and administrative conditions, but will also require welcome-based immigration management by companies and civil society, in cooperation with the state authorities.

Recent studies prove that migrants do not compete with locals for jobs. In fact, they create new jobs.5 In addition, it can be seen that increasing immigration has a positive effect on the “well-being” of a region.6 Thus, migrants are “enhancing the demographic balance and improving the gross domestic product”.7 This indicates that the impact of immigration should not be evaluated only by its influence on the labour market. Policies and administrative measures should take into account to appreciate the welfare effects of immigration.

**Context of Immigration and Integration in Germany**

The nature of migration varies greatly between countries. While countries such as Canada, Australia and New Zealand have been widely recognized for their migration policies and system, other countries are just beginning to think of a process to open its doors.

In order to tackle the issue of migration successfully in the future, we need to know the historical background of this topic in Germany to understand its starting conditions.

**Historical Overview of Migration Movements in Germany**

For many centuries, Germany was a destination country for people fleeing their home countries. In the 17th century, Huguenots fled France and moved to Prussia, which offered them asylum. In the second half of the 17th century, one third of the population in Berlin belonged to the Huguenots. In the 19th century, Jews from Eastern Europe escaped to Germany and established a new powerful ethnic minority, also centered in Berlin. However, at the same time (16th-20th century), millions of mostly young Germans emigrated to America or Australia to escape the consequences of long war époques, mostly between France and Germany.

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4 OECD (2013).
5 Guilietti, Corrado (2009).
7 Zimmermann, Klaus F./Kahanec, Martin/Guiletti, Corrado/Guzi, Martin/Barrett, Alan/Maitre, Bertrand (2012).
Under the rule of Adolf Hitler from 1933-1945, millions of people emigrated due to politics, religious, ethnic and cultural reasons. More than 80 nations offered asylum to the 280,000 Jews who escaped from Germany. The year 1945 saw the peak of migration movement: 12 million Germans had to leave their homes, which were now under the control of other countries as Poland or Russia, along with two million Poles and Ukrainians who had to search for new homes.

Thus Germany faces a more-than-hundreds-of-years-old tradition of migration movements. From the early centuries until the 1950s the direction of migration in Germany and the countries previously existing on its territory happened in two directions: in the beginning, the region was an immigration destination. Since the 16th century, this structure changed and the German states confronted a period of high emigration due to poverty and political reasons. However, special groups like Huguenots or Jews could find still a new home mostly in the city of Berlin.8

Migration Movements since the 1950s

In the aftermath of the Second World War, refugees and displaced persons were high on the international agenda and this resulted in the passing of the International Convention for the Protection of Refugees, in 1951. The first German laws tackling the displacement of people in the context of the Third Reich came into force in 1953. The Federal Office for Migration and Refugees (BAMF) was founded in 1952 and started to work on these topics with 40 employees.

As a result of the demographic changes through the war and the emigration as well as deportation during the Third Reich, the growing German economy lacked substantial labour forces for industrial production. This was the beginning of the decade of recruitment agreements for foreign workers (Gastarbeiterabkommen), in order to attract low skilled people from countries like Italy (1955), Greece (1960), Spain (1960), and later Turkey (1961) to support the new industrial production, mostly in the car sector.

Germany signed special agreements also with Morocco in 1963, South Korea in 1963, Portugal in 1964, Tunisia in 1965, and the former Yugoslavia in 1968.9 In total, Germany recruited 280,000 employees from Greece, Spain, Italy and Turkey in the sixties. Rules to facilitate the longer stay of the employees and their families were introduced in 1971, but at the same time the so-called recruitment ban agreement (Anwerbestoppabkommen in 1973) to stop recruiting came into force. It was later replaced by the ordinance on exemptions from the recruitment ban (Anwerbestoppausnahmeverordnung), taking into account the need of migrant workers who resided in Germany with their whole family. It was in this context that in 1978 Mr. Heinz Kühn was appointed as the first Federal Commissioner for Foreigners’ Affairs (Beauftragte der Bundesregierung zur Förderung der Integration der ausländischen Arbeitnehmer und ihrer Familienangehörigen). He also launched the “Kühn Memorandum” in 1979, where Germany was called a “Country of Immigration” for the first time.

8 Bundeszentral für Politische Bildung (2007).
Since the 1990s, the influence of European rules have become more and more important; mostly the establishment of the Schengen agreement, but also the rules for foreign affairs. The contract of Maastricht in 1993, the Dublin agreement in 1997, and the contract of Amsterdam in 1999 and Stockholm have designed the collectivization of rules for asylum and visa affairs.\textsuperscript{10,11}

The German Green Card, established in 2000 to attract engineers from abroad, led to the official end of the recruitment ban. Due to the demographic change and lack of skilled labour force in the same period, the independent Commission “Immigration” began to draft recommendations for a reform of the German immigration act. This shift came at a time when the UHNCR counted 15 million refugees worldwide and 20-25 million internationally displaced people. Thus, there was an interest for new regulations in this field and Germany, the EU and other countries were ready to shift towards a more liberal and welcoming immigration regulation.

These measured were abolished after the 09/11 terrorist attack in the United States which resulted in tighter control measures and the concentration on security policies with regard to migration control.

Recent challenges following this development can be seen in the United States and Europe. Despite surveys in the US showing the benefits of immigrants, President Obama has yet to realize his legislation act for 11 million immigrants in order for them to be recognized as citizens to become an official part of US society.\textsuperscript{12}

Frontex is the European Union’s agency for external border security; it became operational in 2005 with a budget of 8.5 million Euros. Its budget has now grown to 9.0 million Euros in 2013 as it takes on more responsibilities.\textsuperscript{13} The implementing of “smart borders” in the European Union as a blueprint of the United States’ system and the enhancement of “mobility partnerships”, which are in fact focused on defence against immigration to the EU, are effective in border management.

Thus, the German approach towards improving immigration of special groups due to demographic change with the goal of better integration and “living together” always has to be seen in this general context of a security-orientated, and not welcoming, approach. However, in the past few years, the German government has introduced a number of reforms and new integration measures.

The new German immigration law Residence Act (Aufenthaltsgesetz), planned for 2002, finally came into force in 2005. It regulates the entry of foreigners as well as their residence in Germany and laid the foundation for the introduction of new integration measures.\textsuperscript{14} In 2006, the first German Integration Summit was held. This annual conference takes place in the German Chancellery and is attended by representatives from the political sector, media, civil society, migrants associations, employer associations, unions and sport associations. Through intense discussion the participants try to identify challenges with regard to integration of

\textsuperscript{10} European Council (2010).
\textsuperscript{11} Angenendt, Steffen/Parkes, Roderick (2009).
\textsuperscript{12} Plumer, Brad (2013).
\textsuperscript{13} Frontex’ Programme at Work (2013), p. 34.
\textsuperscript{14} Federal Foreign Office (2012).
immigrants and suggest solutions. Also in 2006, for the first time, refugees got the right to stay if they were able to find employment.

In addition to the Integration Summit, the German Islam Conference was introduced in 2006 to address challenges concerning the integration of Muslims. The aim is the establishment of a long-term dialogue to achieve better living together independent from religious backgrounds.

In 2008, an official naturalisation test was introduced. This test consists of a number of questions on the legal and social systems of Germany and on living conditions in the country. Although the individual Federal States are responsible for naturalisation, the test was delegated to the BAMF. The BAMF is also responsible for integration courses as well as the development of nationwide integration programmes.

In 2007, reforms of the Residence Act were implemented to strengthen, among others, the right of family integration and the implementation of eleven EU directives. The first National Integration Plan was introduced in 2007. This plan includes more than 400 measures and self-responsibilities of governmental and non-governmental stakeholders. Key aspects are education, language, sports, media, employment, academia, women and children as well as integration at the local level.

In 2011, Lower Saxony was the first Federal State in Germany to appoint a Minister of Social and Integration Affairs with a migration background, Ms Aygül Özkan.

During the 5th Integration Summit in January 2012, a new National Action Plan on Integration was announced which will replace the National Integration Plan.

In August 2012, another reform of the Residence Act, as demanded by an EU directive, has been implemented. This facilitated crucial changes in the policies for the immigration of highly qualified migrants (Blue Card Directive) as well as family reunions. In recent times, new topics such as poverty migration from Eastern and Southern European countries and the need for the implementation of a “welcome structure” were discussed. The new rules for working conditions from July 2013 are the results of such discussions and are being tackled under the current German challenge of “good and fair migration”.

The organization of the Soccer World Cup in 2006 was very important from the sociological perspective. This event not only demonstrated the open-mindedness and tolerance for different religions and ethnic groups in Germany, but also portrayed Germans in a new emotionally friendly light. The crucial role of sports to promote better understanding was confirmed in 2010 when the new national soccer team had a clearly multicultural character. This resulted even in short films on television showing how, despite the different ethnic background of the players, they jointly fight for a common goal and how their families support the team together.
A really new approach to migration, combining “good migration and mobility” and “labour force recruiting”, is being implemented in the recent so-called “Triple Win pilot project” of the German International Placement Service (ZAV) of the Federal Employment Agency and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). This project develops new and sustainable tools for international recruiting of qualified workers for the German labour market to balance the demographic shift in Germany.\(^{23}\)

International human resources will be recruited for job vacancies in German companies. This form of job matching supports other forms of German government activities to address the increasing human capital needs with better qualified people, higher retirement age and enhancement of women labour. In this project, the main focus is on combining the interests of the German labour market, the country of origin and the migrants themselves to achieve a win-win situation.

The employees receive the chance to improve his or her employability skills through training. In a lot of cases, these new skills can still be applied after they go back to their countries of origin and help the migrants to establish new innovation structures in their home countries’ economy. Furthermore the recruitment process abroad can be helpful in cases of high unemployment rates in the nation of origin. Another benefit for the country of origin is the remittances sent home by the migrant workers. The recruitment process follows international agreements such as the WHO-Codex for the international recruitment for qualified labour forces. However, while the project focuses on nurses, e.g., from the Philippines, the healthcare sector is not the only target field.

In the implementation of these mobility partnerships to recruit human capital abroad, the agencies always work in accordance with the agreements with the ministries and departments in the country of origin. It also helps to fight corruption, irregular migration, human trafficking, and salary dumping. The project tries to avoid too much emigration and brain drain which might even result in a lack of manpower in the country of origin. In addition, the process works towards the goal of good integration in the destination country.

The project has developed a holistic approach targeting the implementation of a fair, sustainable and for all sides beneficial mobility-structure which can tackle the new challenges of demographic and labour market changes in changes in developed countries.

### The Mobility Partnership Approach in the Context of the European Union

The developed approach reflects a long period of thinking and drafting on how to combine the different challenges of demographic change and globalisation tendencies in a holistic and sustainable mobility and migration framework. It is thus a measure to tackle migration in Germany in accord with the European Union’s approach and criteria. A survey of the European Reflection Group\(^{24}\) pointed out that the “demographic, welfare and economic perspectives” in the European Union require a long-term implementation of tools to ensure sufficient labour supply and that reforms should be started independently from short-term situations and needs:

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Moreover, despite the current economic crisis and unemployment rates, European countries are facing labour market shortages and vacancies that cannot be filled by the domestic workforce in specific sectors, e.g. in health, science and technology. Long-term population ageing in Europe is expected to halve the ratio between persons of working age (20-64) and persons aged 65 and above in the next fifty years. Migration is already of key importance in the EU, with net migration contributing 0.9 million people or 62 % of total population growth in 2010. All indicators show that some of the additional and specific skills needed in the future could be found only outside the EU.

The holistic output of these consolidated findings has formed the Global Approach to Migration and Mobility of the EU:

The Global Approach should, therefore, reflect the strategic objectives of the Union better and translate them into concrete proposals for dialogue and cooperation, notably with the Southern and Eastern Neighbourhood, Africa, enlargement countries and with other strategic partners. In order to reap the benefits that well-managed migration can bring and to respond to the challenges of changing migration trends, the EU will need to adapt its policy framework. This Communication puts forward a renewed Global Approach to Migration and Mobility (GAMM) designed to meet that objective.

In order to achieve successful development, agreements between the supranational departments and the Member States as well as national policies are needed. This approach is also integrated in the Stockholm Program:

Migration and mobility in the context of the Europe 2020 Strategy aim to contribute to the vitality and competitiveness of the EU. Securing an adaptable workforce with the necessary skills which can cope successfully with the evolving demographic and economic changes is a strategic priority for Europe. There is also an urgent need to improve the effectiveness of policies aiming at integration of migrants into the labour market.

In this context, the implementation of mobility partnerships has been identified as the most important tool to achieve a balanced exchange of interests between the sending and receiving countries and the interests of the individuals.

This target is also reflected in the new rule tackling the so-called “blue card”. The blue card facilitates the immigration of highly-skilled employees. The law itself (in Germany §19a Residence Act) points out that the residence permit can be limited or prohibited in case of a lack of these professions in the country of origin. This is to ensure the sustainable impact of the migration process after the return.

Another aspect is the structured dialogue with the economy and companies in order to ascertain their needs. In this context the question of saving welfare claims, particularly retirement benefits, is essential to facilitating mobility:

There must also be a dialogue with the private sector and employers to explore why some vacancies are difficult to fill and the potential for a more demand-driven legal immigration policy. Portability of social and pension rights could also be a facilitator for mobility and circular migration, as well as a disincentive for irregular work, and

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26 ibid (2011).
27 See above Footnote 23.
28 Angenendt, Parkes, 2009, 1, see 8.
29 Bundesgesetzblatt (2012).
should therefore be improved. Closer cooperation between Member States on social security coordination with non-EU countries will promote progress in this area.\textsuperscript{30}

The German-Brazilian social security agreement, which came into force in May 2013, can be seen as a best practice example.

Finally, the European approach tends towards a “migration-centered” orientation similar to the ones of Canada or New Zealand and regards the process of migration from a migrant's perspective:

The GAMM should also be migrant-centered: In essence, migration governance is not about “flows”, “stocks” and “routes”, it is about people. In order to be relevant, effective and sustainable, policies must be designed to respond to the aspirations and problems of the people concerned. Migrants should, therefore, be empowered by gaining access to all the information they need about their opportunities, rights and obligations. The Commission has set up the EU Immigration Portal to provide such information together with other measures.\textsuperscript{31}

The recent resolution of the European Parliament on 14 March 2103, on the integration of migrants, its effects on the labour market and external dimension of social coordination\textsuperscript{32}, underlines the need for qualified migration.

It points out that "the working-age population of Europe will decline from 2012 onwards and, in the absence of immigration, will fall by 14 million over the next 10 years". In a long-term context, this would have a negative impact on the balance of the retirement systems and will result in a lack of labour force. Furthermore, since 2000 about a quarter of the new job offers have been created by the productivity of migrants and their contributions. The Parliament proposes the implementation of a points system similar to the one in Australia, the establishment of service offices in the country of origin, language as well as skill trainings and the signing of social security agreements to enhance the attraction of immigrants to the EU, especially those with good skills.

The new holistic approach is also shown in the shaping of European rules regarding migration from abroad: The recent directive 2011/98/EU (13.12.2011) on the improvement of the rights of international employees\textsuperscript{34}, directive 2011/51/EU (11.5.2011) on the enhancement of rights for people who have to be protected internationally\textsuperscript{35}, directive 2011/95/EU (13.12.2011) on the recognition of migrants from abroad, particularly protection-needing people and refugees\textsuperscript{36} are part of the GAMM.\textsuperscript{37}

The obligation to adapt these directives into German law can influence the shaping of a welcoming culture for migrants towards a sustainable and holistic approach. Such an approach has to involve all groups of migrants: students, working migrants, family members and migrants due to emergency reasons (refugees). In particular, directive 343/1, EU 23.12.2011 (13.12.2011)\textsuperscript{38} strengthens the right of equal treatment as EU members for human beings coming from abroad.

This offers the chance to actively shape a knowledge-culture for immigration in Germany and can be seen as an important step towards tackling the intranational challenge of demographic

\textsuperscript{30} See above Footnote 23.
\textsuperscript{31} See above Footnote 23.
\textsuperscript{32} European Parliament (2013a).
\textsuperscript{33} European Parliament (2013b).
\textsuperscript{34} Official Journal of the European Union L343/1 (2011).
\textsuperscript{37} European Commission (2012), p. 17.
\textsuperscript{38} Official Journal of the European Union L343/1 (2011).
change. The first measure taken in this context was the implementation of the website “Make it in Germany”\(^\text{39}\) which contains job offers. This website also provides guidance and information on the opportunity for starting a new life in Germany. The website “Welcome to Germany” \(^\text{40}\) of the BAMF and the new virtual guidance on the recognition of foreign qualifications, run by the Federal Institute for Vocational Education and Training (BIBB), are additional sources of information. All tools recognize the situation in the country of origin but are also accessible and useful for people who are planning to stay in Germany for a longer period. Thus, they are able to be involved in the whole process of migration – the pre-departure time, the arrival and the time of integration.

Against the background of a Europe-wide need for labour migration – despite the current crises in particular countries – the necessity for such a holistic and migration-appreciating approach has been confirmed by current figures. In 2013, the European Commission, DG Employment, Social Affairs and Inclusion published the European Vacancy Monitor. The results show an increasing need for qualified employees in administration, teaching, businesses and healthcare \(^{\text{European Vacancy Monitor, 2013, 1}}\). These shortages are especially true for Germany.

**Recommendations**

The current situation in Germany requires effective measures for enhancing immigration. The need is not only concerning labour shortage, but also stabilizing the welfare and retirement system of Germany.

Despite a long tradition of migration, governance of migration and integration has started only in the last years. The first step was to recognize immigration as a possible benefit and to tackle migration affairs from a more holistic and migrant-centered approach. Second, the government started to concentrate on special groups of migrants. But until now there is no official commitment from the decision-makers that Germany is a multicultural and immigration nation. Such commitments can be found in the official policies and laws of other receiving countries like Canada, Australia or New Zealand. However, from a practical administrative perspective, the following recommendations can support the implementation of “good migration” structures and measures:

- **Implementing fair and sustainable mobility partnerships as a “good migration framework”**

  A really new approach, involving the sustainable and human-orientated strategy of the European Union, is the “triple win” project of the ZAV and GIZ. This model could work as a prototype for other initiatives. The advantage of this approach is the migrant-centered orientation. Moreover, with this approach, side effects such as the reduction of irregular migration, human trafficking and expensive defense action addressing “not-wanted-migration” could be avoided.

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\(^\text{39}^{\text{Das Willkommensportal für internationale Fachkräfte - Make it in Germany.}}\)

\(^\text{40}^{\text{Federal Office for Migration and Refugees (2013).}}\)
- Establishing Information and Matching Centres abroad

A centre on migration affairs needs to be established which will gather information on immigration and job opportunities in the country of origin as the first step of the migration process. A structured implementation of service offices run by countries or the European Union would be a helpful measure to create a positive influence on the decision about migration, and provide information on new chances available and how to prepare.

- Involving practical requirements of "good migration"

Furthermore, immigration affairs should be offered to immigrants in a holistic and individual way. The stakeholders of this approach are the political sector, the administration, and also the economy and society. The following description shows the main recommendations for these groups on how the process of “good migration” could be shaped in the future.

Starting points for welcome-based immigration management

Welcome-based immigration management needs to start at the very first stage of the integration process, known as “pre-integration”, in the potential migrant's home country. At that point, the first step is to make Germany more attractive to migrants by offering them a clear outlook after they migrate. It will be hard to raise the number of qualified foreign nationals actively looking to migrate to Germany without providing concrete knowledge of their options upon migrating and prospects of a job or training place. It is thus of central importance for German companies to carry out active recruitment work abroad.

At the next stage, initial integration, the immigrant enters the host society. One particular point where welcome-based immigration management can step in is by providing support with language acquisition and finding a home. Indeed, language acquisition regularly starts at the pre-integration stage. Integration into the host society in terms of both the social system and social inclusion is a crucial prerequisite both for migrants' initial entry and their long-term integration (“acknowledged integration”). Welcome-based immigration management can play an important part in this through active “society matching”.41

The immigration process needs a facilitator

Immigrants' readiness to migrate, and their integration in the long term, depends crucially on the extent to which they are offered concrete prospects in Germany and are supported during the first two stages of integration. Many companies, especially small and medium-sized enterprises (SMEs), have little experience in recruiting skilled workers from abroad and helping them to integrate. They thus frequently lack the knowledge and means to promote and facilitate the immigration process. The resources available to the relevant state authorities and their legal remit generally only allow for limited advice and support to immigrants on issues extending beyond aspects relating purely to residence and employment. In this respect, a kind of facilitator is needed to actively help immigrants, companies and civil society during the immigration and integration process in cooperation with the authorities.

In principle, larger companies with human resource departments could take on the tasks of the facilitator themselves. In the case of managers, this is already taking place to some extent with

41 Steller/Kuhn (2013).
relocation services being hired. SMEs, however, will generally not be able to take on this task without support. With regard to recruiting initiatives abroad, some initial steps have been taken by the Chambers of Industry and Commerce, taking the role of a facilitator in that respect. Setting up a facilitator organised on a non-profit basis is one way of offering advice and coordination which is both efficient and cheap. Another conceivable way would be to set up a public-private partnership for this purpose, jointly operated by the state authorities and private companies.

**Active recruiting abroad and coordination of entry process**

When it comes to looking for a job or a home in Germany, potential immigrants are still largely left to their own devices. Even companies which are interested in foreign skilled workers, especially SMEs without any foreign branches, often lack the knowledge and experience of how and in which countries they can recruit potential skilled workers to work in their companies.\(^{42}\) Despite a noticeable lack of skilled workers, many companies have thus proven very reticent in their efforts to recruit staff abroad. The German government and the Federal Employment Agency have recognised the need to provide advice in this matter and have introduced some initial forms of assistance in the form of internet platforms set up as part of their drive to attract skilled workers in the summer of 2012.\(^{43}\) These two internet platforms offer information on the application process and the labour market to EU citizens, higher education graduates from third countries and companies, plus serve as a job exchange for direct placement.

There is, however, a lack of comparable programmes for third-country nationals without an academic degree, who are, for example, in high demand in the health sector as nurses for the sick or elderly. So far, experiences with general advertising campaigns, for example in Spain or Portugal, have not proven very efficient. They do, however, show people's huge interest in the German labour market.

In future, information programmes and online job exchanges will channel this interest better. Furthermore, providing points of contact for interested skilled workers and for companies from Germany in situ, in the immigrants' country, can address employment offers in a country-specific manner, with target groups being approached more specifically via local multipliers. Some multipliers which might be involved in particular are foreign chambers of commerce, foreign partners linked to industrial and business associations, and educational establishments. Organising career fairs with representatives from interested companies and carrying out the selection process in situ could also help make the prospect of working in Germany seem more concrete to potential immigrants.

In the case of skilled workers from non-EU states, especially those not falling under the Blue Card legislation for highly qualified academics pursuant to Section 19 of the German Residence Act (AufenthG), impediments and delays regarding entry and the granting of residence permits could be reduced if obligatory administrative procedures could be coordinated and prepared in advance, in cooperation with the authorities. The same applies to the process for recognising professional qualifications gained abroad.

In this case, immigration management is already linking up to the pre-integration stage. The facilitator can support the application and selection process by acting as a point of contact for applicants and companies, as well as supporting the residency application procedure by providing advice and coordination on consultation with the authorities. Immigrants' concrete

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\(^{43}\) For the Federal Government's programme regarding skilled workers see the most recent progress report of December 2012, available on the BMAS website at http://www.bmas.de.
experience of being supported and valued at this early stage will help them to integrate and give them a feeling of being welcomed from the very start.

**Specific need for job-related language acquisition**

Another obstacle apart from the lack of effort put into recruitment is candidates' inadequate German language skills. With few exceptions, most jobs and training places require a certain level of language skills, e.g., specific to the job. Very few immigrants from the EU or third countries are likely to have achieved this level upon application or entry. The integration courses offered under Section 43 of the Residence Act are aimed exclusively at foreign nationals already living in Germany and requiring authorisation for a permanent residence permit. They thus only apply to foreign skilled workers already living in Germany. Due to the recession, the Goethe Institute is currently registering increased demand for German courses in some EU countries, but when the economic situation improves in those countries this demand will probably fall again. Thus, migrants' willingness to learn and the chances of acquiring the level required depend crucially on the specific language courses on offer and their funding. Active immigration management ideally combines specific jobs or training places with a chance to take part in language lessons or integration courses. In principle, the language courses can take place either in learners' home countries or in Germany. The facilitator can encourage the integration process by providing advice and helping people find the perfect language course. Their motivation to learn the language rises the more concrete the prospects of a job become.

**Help finding a home**

In built-up areas in particular, with rising rents and a lack of living space, it is becoming especially important for immigrants' long-term integration to provide them with active help in finding a home. Their background and language barriers often mean that immigrants are considered low priority when homes are allocated, so they are particularly reliant on support. When large groups of trainees migrate for corporate training one option worth consideration can be renting or providing residential accommodation places. The facilitator can gain lessors' trust by accompanying and advising immigrants as they look for their first home, giving them a far better chance of finding appropriate accommodation.

**The need for society matching**

For a warm welcome, helping people to settle in the long term and to feel at home in the host society, institutional help is still required in the form of society matching.

**Tandem and partner projects**

One way in which countries such as Canada support society matching is with tandem projects revolving around people's careers, neighbourhoods, schools or communities. They organise hosts who invite the newcomer at least once a month in the first six months after arrival to eat or do something together, to get to know their new surroundings or the cultural scene, or to show them typical leisure activities.

This tandem partnership can then continue, develop or stop, depending on the person's needs and whether a friendship evolves. This encounter can also benefit the people offering a tandem and their families. They visit a “foreign” world and take part in something like an Erasmus or Leonardo da Vinci exchange without actually having to travel themselves.
If newcomers (and their families) need further help, they can be provided with another partner. Private initiatives, associations and foundations are all possible organisations which can arrange or facilitate this. Society matching follows the principle of “civil society helping civil society”. It relieves the pressure on the state, and at the same time motivates the host society to become open to intercultural dialogue, seeing this openness as a natural part of everyday life in civil society.

Intercultural community centres

In Canada, community centres for intercultural exchange have also been set up in residential areas. At these Welcome Centres language courses are run, information is provided about the typical structures and mentality of the country, community evenings are held and people of various different nationalities cook their home specialities together. Intercultural courses involve the local police and staff from schools, kindergartens and the authorities.44

If the exchange of ideas and meetings are organised in a targeted manner, this can reduce both sides' prejudices and fears and appreciative transcultural contacts can develop, enriching people's biographical experiences. This can add a more positive aspect to the range of experiences connected with immigration and in turn make the host society more open.

These kinds of approaches and arrangements in particular could also be the key to success in the case of immigrants with a difficult migration history and can become a source of motivation for integrating into their new home country. Thus, mentors could specifically be sought out to give them a good welcome from the start; they should show interest in the migrants’ background and the culture they bring with them and eloquently introduce them to the local culture.

Acknowledgement in the form of community welcoming festivals

Municipalities and district councils can support people's appreciation of diversity by holding “welcoming festivals” or “diversity days” – as offered by the cities of Stuttgart, Hamm or Frankfurt, for example – when city representatives ceremoniously pay tribute to the work done by volunteers and expressly welcome newcomers. Schools, youth clubs and sports clubs can also be involved.

Foundations and fundraising societies, the chambers of commerce and industry or companies with an interest in immigration could lend financial support to these initiatives and programmes. After all, this would be a way to invest in well-integrated skilled workers for the future.

Promoting intercultural encounters from an early stage

“Society matching” can begin even in childhood. One persuasive step in that direction, for example, is the Hamburg “switch” project run by Kulturbrücke Hamburg e.V., which involves children staying with a family from another cultural background during the holidays. In many large towns, the private initiative Internations runs regular events and networking activities for students and expats to foster intercultural encounters.

Setting aside needs based on demographic trends and the labour market, immigration can, in this way, increasingly become a socially accepted, even a desirable and thus supported, win-win reality both for the host society and for the immigrants. One point which inspires

44 Welcome Centre Immigrant Services (2013).
confidence is that young people, who anyway tend to move in intercultural circles more than older people, are already convinced that migration can provide added value.

Welcoming programmes for all migrant groups

The approaches described above, especially that of providing support with language acquisition, finding a home and society matching, could and should find increasing use with other groups of migrants, including refugees, in line with the new European approach to immigration. One example of an approach moving in this direction is the integration scheme currently run by the city of Hamburg\textsuperscript{45}, which also offers integration courses to refugees.\textsuperscript{46}

Conclusion

Tackling “Good Migration” will be one of the most important targets worldwide in the 21st century. For many industrial nations, such as Germany, the demographic change requires a combination of measures to answer the demand for human capital and the implementation of sustainable immigration structures in a smart way. Surveys indicate the bigger context of the impact between immigration and positive influence on the welfare state and “well-being” of the receiving society. The history of Germany shows the long-term experience with migration affairs. Ever since the early centuries, immigration and emigration have always been present in the region. Particularly since the 1950s and 1960s, immigration management has attempted to match the demand for labour force. Nevertheless, until now the political handling of immigration is generally done in an uncertain and heterogeneous way. Recently, an attempt to promote “good migration” can be recognized in the field of administration through the establishment of more welcome-orientated and sustainable, fair measures. A good example is the current “triple win” project of the ZAV and GIZ, which aims to establish mobility partnerships with beneficial effects for all sides. The current European approach to migration and mobility shows a sustainable and migrant-centered orientation which offers a helpful vision for the implementation of guidelines in the national immigration management. Thus, the recommendations concerning the building of structures such as mobility partnerships, the provision of information as well as offices abroad and the introduction of a holistic migration chain for potential immigrants coming to Germany should be taken into serious consideration. In order to make this work, administration, economy and society have to cooperate and work together to achieve together the goal of “good migration”.

The success of the current programme “Welcome to Germany” will depend on how much is learned from that experience and how well the errors of the past are avoided. This new welcome-based immigration policy is designed for all kind of migration and focuses on people with their specific needs. In this context, companies and civil society can play a central role alongside politics and government in the form of active immigration management. Welcome-based immigration management should ideally accompany the entire integration process in a “door-to-door” capacity.

The first moves towards a successful and fair immigration management in Germany have been taken and the process receives positives influences through the directives of the EU. This shift in policies now has to be accompanied by administrative measures and visible changes in policy-making. However, the process has just started and time will tell whether Germany is able to achieve a sustainable exchange mobility.

\textsuperscript{45} Behörde für Arbeit, Soziales, Familie und Integration (2013).
\textsuperscript{46} Alto Comissariado para a Imigração e Diálogo Intercultural (2013).
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