

**Germany: case 1 MAMBA (Münsters Aktionsprogramm für MigrantInnen und Bleibeberechtigte zur Arbeitsmarktintegration in Münster und im Münsterland)**

**Period:** Third round of ESF-funding (2015-2019)

**Target population:** Every asylum-seeker with access to the employment market.

**Life stage:** The programme is fully established and already in its third round of funding.

**Investment theme:** MAMBA is funded by resources from the European Social Fund (ESF-Integrationsrichtlinie Bund), which are distributed by the German Federal Ministry of Labour and Social Affairs (90%). 10% of the funding are provided by the Münster municipality as personnel costs at the local Job Center.

**Short description of the program:**

MAMBA addresses the issue of refugee's labor market integration. It is a local network consisting of five partners in the city of Münster. The focus lies on long-term integration into the labor market. In order to achieve this objective, following complementary service are being offered by the different actors within this network:

- legal counselling,
- job application trainings,
- coaching,
- support in finding access to language courses,
- job qualification,
- support in job placement through direct contact with potential employers,
- support with finding internships, vocational training,
- support with the recognition of foreign qualifications,
- psychosocial counselling

Additionally, the dissemination of information for potential employers is an important activity. With this, awareness for the potential of refugees as employees is being raised. Another important aspect MAMBA offers is the training of employees in various government agencies (Jobcenter etc.) as well as NGOs concerning the issues of right of residence and labor market access.

As an inter-sectoral network, MAMBA tries to create synergies and short communication channels through its structure. Because of its visibility, success and knowledge, MAMBA has established itself as a respected local actor.

From the beginning of the program in 2008 until 2016, more than 1,300 people participated in the offered activities, and many of those were successfully placed into employment.

**Policy Area:**

The case study fits predominantly in the field of policy field **B3** (measures to address social and labour market exclusion). The program is an excellent example for an inter-sectoral active labour market policy. Furthermore, the case is also part of municipal immigration policy.

**The legislative and regulatory frame work:**

As the network's objective is primarily to offer counselling for refugees with regard to Federal legislation, the most important regulatory framework is the *Asylgesetz* (Asylum Procedure Act), defining the status of the refugee and the *Aufenthaltsgesetz* (Residence Act) that defines the rules regarding entry, residence and departure.

Another relevant part of legislation is the *Sozialgesetzbuch* (Code of Social Law) that regulates the conditions for access to the employment market (amongst others). As the *Jobcenter* or the local *Agentur für Arbeit* (Employment Agency) is partner in the integration efforts of the local networks, relevant regulation encompasses *Eingliederungsleistungen* (tools for the integration into the employment market) from the *Sozialgesetzbuch* parts II and III.

It is important to mention, that the legislative framework influencing this project's work is changing constantly and rapidly due to political pressure. One example is the newly enacted *Integrationsgesetz* which includes changes in most of the abovementioned laws.

**Main actors:**

The network comprises five partners from the non-profit, for-profit and public sector:

- **GEBA**, a for-profit organization offering training and vocational education programs,
- **GGUA**, a nonprofit refugee relief organization with a long tradition in counseling as well as lobbying activities on behalf of asylum seekers,

- **HBZ**, the educational center of the chamber of handicrafts in Münster,
- **JAZ**, a nonprofit organization affiliated with the welfare association Caritas that offers vocational education and counseling in particular for youngsters and young adults (under the age of 25) facing difficulties of access to the labor market, and
- **Jobcenter**, the public labour market agency

The GGUA is the founding organization and the central institution in the network and serves as the coordination as well as administration hub. Nevertheless, all five participating organizations work as equal partners with the same right of co-determination.

**Innovative elements:**

The main innovative aspect of the network lies in its inter-sectoral approach. Through the heterogeneity of the individual partners, the network efficiently links different specialized competences: whereas the GGUA has good access to the target group and can offer sophisticated legal counselling, the other participating institutions are familiar with the vocational opportunities and the labor market in Münster and can build on personal contacts to local enterprises. Therefore, the complete range of vital support for the integration of refugees into employment is being covered.

MAMBA's modus operandi also positively promotes the concept of public private partnerships. Because the notion of NGO refugee agencies, the local government (Jobcenter) and private educational institutions working efficiently together on an equal basis, must still be considered innovative. Every network partner is specialized in an area that is needed for the successful integration. The interdisciplinary approach leads to improvements in communication between sectors and more specialized and innovative ways of problem-solving. This can in many ways be attributed to the high commitment of the network partners and their professional background. With its approach, the MAMBA network clearly has helped closing a previously existing gap regarding the vocational and to some lesser extent social integration of refugees.

**Links to to key policy documents, previous research, news reports, etc.**

"National Integration-Plan" by the Federal Government (2007):

[https://www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragtefuerIntegration/nap/nip/\\_node.html](https://www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragtefuerIntegration/nap/nip/_node.html)

Federal ESF Integration Directive: <http://www.esf.de/portal/EN/Funding-period-2014-2020/ESF-Programmes/bmas/ESF-integration-directive.html?nn=120642>

Evaluation for the second round of funding: <http://www.lawaetz.de/wp/wp-content/uploads/2015/11/Abschlussbericht-Evaluation-XENOS-Bleiberecht-II-2014.pdf>

Results from the second round of funding: [http://www.mamba-muenster.de/fileadmin/mamba/dokumente/PDF/2015-05-21\\_Bilanzpapier\\_Bleiberechtsnetzwerke\\_WEB.PDF](http://www.mamba-muenster.de/fileadmin/mamba/dokumente/PDF/2015-05-21_Bilanzpapier_Bleiberechtsnetzwerke_WEB.PDF)

**Photos:**

Meeting between the InnoSI Team and members of the MAMBA network:



From left to right: Joachim Bothe (coordinator MAMBA network), Katharina Schwartz (JAZ – Youth Education Center), Prof. Annette Zimmer (University of Münster), Alexander Klein (University of Münster), Prof. Judith Csoba (University of Debrecen).

## Germany: case 2 Münster University Hospital (UKM)

**Period:** 2010 – still ongoing

**Target population:** Employees of UKM

**Life stage:** Scaling-up

**Investment theme:** Work-family reconciliation

### **Short description of the program:**

The program that is the subject of the case study is the systematic implementation of a family conscious family policy within the framework of the audit berufundfamilie at the University Hospital Münster (UKM). The initiative started six years ago in 2010 and is now in a scaling-up-phase as the third round of the audit starts in the fall of 2016. The goals of the program are to (1) enable all UKM-employees to reconcile work and family and to (2) enhance recruitment and staff retention for UKM as an employer.

In the course of the initiative, a number of important innovations were introduced, of which the most important are:

- (1) Service Office for Families (FamilienServiceBüro): Its primary goal is to provide service for employees with family responsibilities – parents as well as caring-relatives. The consultants advise employees regarding their family-related issues and if needed, put them in contact with specialised social service institutions. They also evaluate and develop own offers in interaction with employees.
- (2) Planning and realisation of a new company childcare facility for UKM: The facility opened in 2012 and offers 150 childcare places for hospital employees and employees of subsidiary companies of UKM. The opening hours are longer than that of most facilities. This childcare facility is one of only four company childcare facility in Münster and by far the largest.
- (3) “Emergency” childcare: In association with a family service agency (pme Familienservice GmbH), UKM provides childcare, when the regular childcare is cancelled.
- (4) Holiday childcare: In cooperation with the Ferienwerk Münster e.V., a registered society, UKM offers childcare during holidays.

### **Policy Area:**

This case study fits in the policy area of family policy, to be precise in the area of reconciliation of work and family. Even though one of the main services is childcare, the focus of the case study is on employability and well-being of parents instead of the development and education of children. Thus, the case study fits in policy field B2.

### **The legislative and regulatory frame work:**

In Germany, family policy was a niche subject for a long time, but moved up the policy agenda in the course of the last 20 years. One important reason for this change has been the discussion about work-family reconciliation, which has progressed to be a major part of the present German family policy. At the federal level, the reconciliation of work and family is supported through a legal framework consisting of three parts: Childcare, parental leave and home care leave.

Childcare in Germany did not originally aim at a better reconciliation of work and family. Only in connection with the increase of paid occupation among women, this function shifted into focus of policy-makers. Starting in the 1990ies, the improvement of childcare provision in Germany was implemented step-by-step through various governmental initiatives. In 1999, a legal claim for childcare of children from the age of three until their start of school (usually at the age of six) was implemented. A crucial step was the Day Care Expansion Act (Tagesbetreuungsbaugesetz, TAG) that came into force in 2005. One important goal of the act was the expansion of childcare for children under three years to meet the existing needs of families. In 2009, the TAG was substituted by the Childcare Funding Act (Kinderförderungsgesetz, KiföG) which included – starting from 2013 – a legal claim for childcare of children from the age of one until the age of two. Despite the creation of thousands of new day care places, a shortage for children under three years persists.

In 2007, a major reform of the German parental leave scheme constituted a paradigm shift in German family policy. Unlike its predecessor, the Parental Leave Act explicitly included fathers and tried to influence in a long-term perspective the division of labour within families. Central to the reform were an income replacement of a maximum of 67 percent and two additional month of payment if the second

parent (usually the father) takes leave also. Father's participation rate in parental leave usage increased from 3.5 percent before the reform to 34.2 percent for children born in 2014.

The reconciliation of work and care of dependant relatives also shifted only recently into political focus. Central are the Home Care Leave Act (Pflegezeitgesetz) from 2008, the Family Home Care Leave act (Familienpflegezeitgesetz) from 2012 and the Reconciliation of Care and Work Act (Gesetz zur Vereinbarkeit von Pflege und Beruf). Employees have the legal right to take a paid short-term leave from work (10 days) in case of an emergency, to take leave for up to six months (also in part-time) as well as to take leave in part-time for a period of up to 24 months. An interest-free loan may be used to meet costs associated with the leave. There are some limitations on usage; the legal rights for example depend on the number of employees.

**Main actors:**

As the initiative is an in-house program of UKM, the hospital itself is the most important actor. Crucial are the management of UKM, the audit project coordinator as well as the head of the Service Office for Families. External actors are pme Familienservice that provides the "emergency" childcare as well as the Ferienwerk Münster e.V. that provides the holiday childcare.

**Innovative elements:**

he most significant social innovation element of the programme is the systematic implementation of a family conscious personnel policy. With the audit as a framework, the UKM officials invest substantial amounts of time, resources, and money to restructure the existing program and to add significant new elements to it. A special feature of the implementation process is the Family Service Office, which is innovative, because it serves as a one stop shop for employees, who need assistance in reconciling work and care responsibilities.

**Links to key policy documents, previous research, news reports, etc.**

Family Report 2014:

<http://www.bmfsfj.de/BMFSFJ/Service/Publikationen/publikationsliste,did=223342.html>

Seventh Family Report (Summary) (2006): <http://www.bmfsfj.de/RedaktionBMFSFJ/Abteilung2/Pdf-Anlagen/familienbericht-englisch,property=pdf,bereich=bmfsfj,sprache=de,rwb=true.pdf>

Eight Family Report (2012): <http://www.bmfsfj.de/RedaktionBMFSFJ/Broschuerenstelle/Pdf-Anlagen/Achter-Familienbericht-Kurzfassung-englisch,property=pdf,bereich=bmfsfj,sprache=de,rwb=true.pdf>

Study on Work-family reconciliation (2013):

[http://www.ffp.de/tl\\_files/dokumente/2013/ub2012\\_bericht.pdf](http://www.ffp.de/tl_files/dokumente/2013/ub2012_bericht.pdf)

**Photos:** Meeting between the InnoSI Team and employees from the University Clinic:



From left to right: Corinna Schein (FFP), Christina Klöckner (UKM), Prof. Judith Csoba (University of Debrecen), Prof. Annette Zimmer (University of Münster), Klaudia Sauer (UKM), Jessica Upritchard (UKM).