



INSTITUT FÜR ARBEITSMARKT- UND
BERUFSFORSCHUNG
Die Forschungseinrichtung der Bundesagentur für Arbeit

CONSEQUENCES OF THE WAR IN THE UKRAINE ON REFUGEE MIGRATION AND INTEGRATION

Webinar Metropolis:
Paradigm Shift "Ukraine and Solidarity"
March 22, 2022

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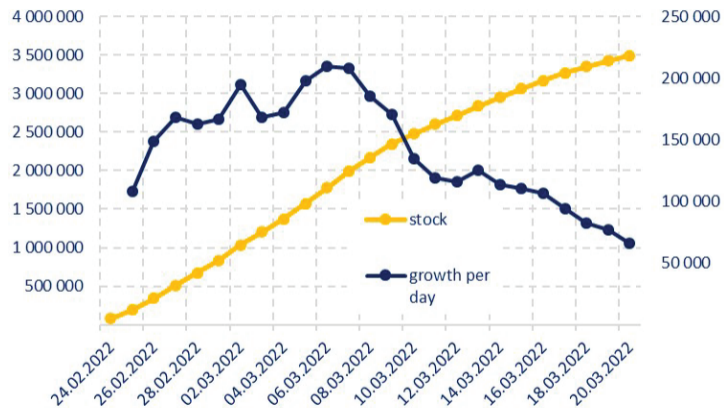
- Dynamics of Displacement and Flight
- Integration Prospects
- Policy Challenges

REFUGEE MIGRATION

- 10 million refugees and displaced persons, 6.5 mill. internally displaced (UNHCR 3/21/2022)
- 3.5 million refugees left Ukraine from February 24 to March 21 (UNHCR 3/22/2022)
- Concentration on EU-border countries, Moldova and Russia
- 222,000 recorded (not registered!) refugees in Germany on March 21, 2022
- High variance of estimates of migration potential: up to 4 millions (UNHCR), 5 millions (UNICEF), 2,5 - 6,5 millions (EU-Commission), 8 millions (Düvell/Lapshina), 10 millions (Gerald Knaus)
- Evidence-based estimates of refugee migration potential are currently not feasible
 - Uncertainty on duration, intensity and outcome of war
 - Migration conditions are historically unprecedented, analogies to wars in Syria, Chechenya, Transnistria might be misleading

REFUGEES FROM UKRAINE IN EUROPE SINCE FEBRUARY 24, 2022

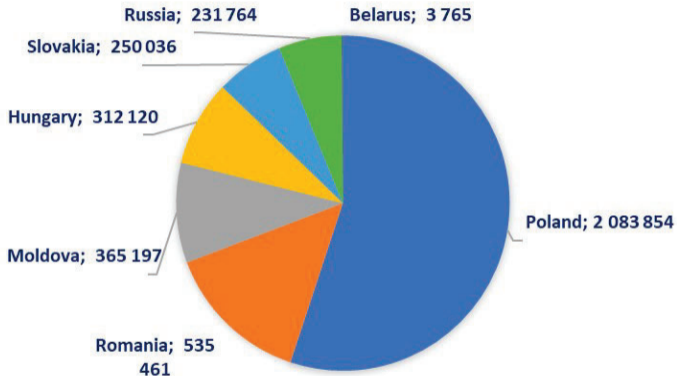
STOCK (LEFT AXIS) AND CHANGE OF STOCK (RIGHT AXIS) IN PERSONS



Source: UNHCR (2022), own calculations and presentation.

DISTRIBUTION OF REFUGEES IN BORDER COUNTRIES

REFUGEE STOCK IN PERSONS (MARCH 21, 2022)



Quelle: UNHCR (2022), own calculations and presentation.

DEMOGRAPHY AND EDUCATION

- Open EU-borders and emigration-ban for males in an age of 18 to 60 years results in totally different composition of refugee population compared to 2015/16
- 50 percent children (UNICEF 2020), adult refugees are mainly female or elderly
- High education levels of Ukrainian population by international standards
 - Tertiary school enrollment rate in der Ukraine: women 89 %, men 77 %, total: 83 %
 - Germany: women 73 %, men 74 %, total 74 %
- Self-selection: refugees are usually better educated than population average (Guichard 2021; Aksoy/Poutvaara 2022)
- Average education levels of pre-war Ukrainian population in Germany are high: 50 % with university/college degrees

INTEGRATION TASKS AND CHALLENGES

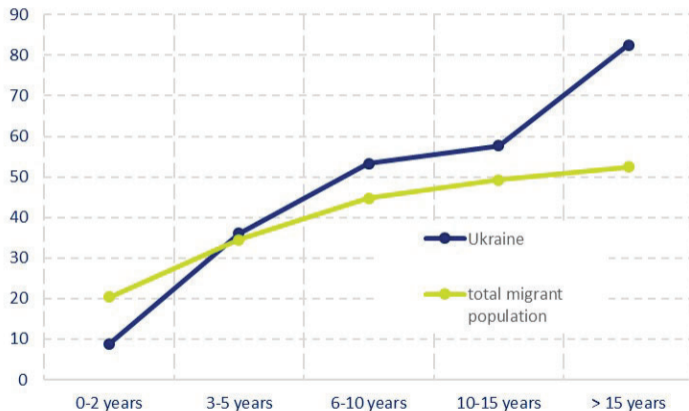
- Hosting refugees is a humanitarian task in the first place: securing basic needs such as housing, health care, schooling and childcare have to be prioritized now
- We do not know yet whether the Ukrainian population may return to their home country. Formation of expectations of refugee population is crucial for further integration steps
- Still, we must establish favorable conditions and infrastructure for labor market integration already today
- In general, prerequisites for labor market integration are good in terms of education, but family structures create a challenge

PAST INTEGRATION OF UKRAINIAN POPULATION IN GERMANY

- Mixed evidence in the past:
 - Employment rate of Ukrainian citizens in Germany stands at 52 %
(German citizens: 70 %, total foreign citizens: 55%)
 - Individuals with an Ukrainian migration background (incl. nationalized persons): 72 %
(IAB-SOEP-Migration Sample 2020)
- Labor market integration has proceeded relatively slowly
- But German language proficiency has increased fast
- Note that gender aspects and family structures have played an important role here

GERMAN LANGUAGE PROFICIENCY

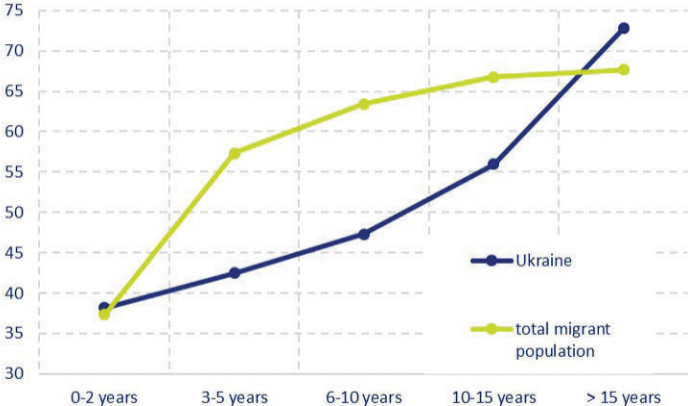
SHARE WITH GOOD OR VERY GOOD GERMAN LANGUAGE PROFICIENCY IN PERCENT



Source: IAB-SOEP-Migration Sample.

EMPLOYMENT RATES

EMPLOYMENT RATES OF 18-64 AGED PERSONS IN PERCENT



Source: IAB-SOEP-Migration Sample.

IMPACT OF ACTIVATION OF COUNCIL DIRECTIVE 2001/55/EC

- Activation of mass-influx of displaced persons directive (i) mitigates pressure on EU-border countries and (ii) reduces risk of collapse of Dublin- and Common European Asylum System
- Facilitates secondary migration into countries with higher income levels, which creates humanitarian gains and increases potential labor productivity
- Solidarity mechanism enables disentangling of (i) dispersal of refugees and (ii) fiscal costs of providing shelter
- Temporary residency permit creates legal security and improves integration prospects by circumventing time-consuming asylum procedures
- But: longer-term residence permit, e.g. 3 years, would be preferable from integration point of view (analogously to Geneva Refugee Convention)

DISPERSAL OF REFUGEES

- Refugee population from Ukraine in Germany is concentrated currently on Berlin and some other major cities in Germany
- Registration stands at its beginning and is not compulsory directly after arrival due to visa waiver in the EU
- Housing shortages and administrative capacity limits have forced German government to impose dispersal policies
- Experiences with dispersal through "Königsteiner Schlüssel" across the Federal States and across municipalities by the Federal States are poor
 - Disproportional dispersal on economically weak regions with high unemployment have hampered integration (Brücker et al. 2020; Aksoy et al. 2021)
 - Residence obligations have reinforced that (Brücker et al. 2020)
 - This has reduced employment rates of refugees relative to a dispersal based on free locational choices as for EU migrants by 5 to 10 percentage points

ALTERNATIVE DISPERSAL POLICIES

Principles of alternative dispersal mechanisms:

1. Minimization of dispersal on persons (i) who depend on public provision of housing, (ii) new arrivals if feasible
2. Considering preferences of refugees based on criteria (family ties, networks of friends and professionals, etc.)
3. Dispersal of remaining group by integration criteria such as regional labor market situation, education and child care infrastructure, integration infrastructure under the constraint of housing capacities

There will be always a trade-off between costs of housing and integration prospects. Higher costs in the short-term for housing will however payoff in the long-term if integration chances are improved

CHILDCARE AND PROMOTION OF FEMALES

- Any integration strategy has to consider family structure and childcare requirements
- Integration of minor-aged children into schools, kindergardens, day care etc. have to be prioritized
- Linking integration programs with care places becomes more important
- Mobilization of potential of teachers and educators among refugee population
- Flexible application of reglemented teaching- and educator occupations in Germany needed

OTHER INTEGRATION MEASURES

- Language programs (Integration courses, professional language programs)
- Labor market programs
- Approval of educational degrees
- Further acquisition of vocational training and university degrees
- Inclusion of Ukrainian refugees into regular mean-tested benefit system according to the Social Code II instead of asylum seeker benefit system fosters integration since benefit provision and job placement and labor market programs are in one hand

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