

Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices

Synthesis Report for the EMN Focussed Study 2015



Based on the National Contributions from 24 Member States: Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Ireland, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Slovenia, Slovak Republic, Spain, Sweden, United Kingdom

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DISCLAIMER

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This Study was part of the 2015-2016 Work Programme for the EMN.

EXPLANATORY NOTE

The Synthesis Report was prepared on the basis of National Contributions from **24** EMN NCPs (**Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Ireland, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Slovenia, Slovak Republic, Spain, Sweden, United Kingdom**) according to a Common Template developed by the EMN and followed by EMN NCPs to ensure, to the extent possible, comparability.

National contributions were based on desk analysis of existing legislation and policy documents, reports, academic literature, internet resources and reports as well as information collected from national authorities. Statistics were sourced from national authorities and other (national) databases. The listing of Member States in the Synthesis Report results from the availability of information provided by the EMN NCPs in the National Contributions.

It is important to note that the information contained in this Report refers to the situation in the above-mentioned Member States up to and including 2015 and specifically the contributions from their EMN National Contact Points. More detailed information on the topics addressed here may be found in the available National Contributions on the EMN web-site and it is strongly recommended that these are consulted as well.

EMN NCPs from other Member States could not, for various reasons, participate on this occasion in this Study, but have done so for other EMN activities and reports.

Executive summary

KEY POINTS TO NOTE:

The significant rise in asylum applications lodged in the EU in recent years has placed the integration of beneficiaries of international/humanitarian protection at the top of the political agenda. **Labour market integration** is of particular importance to beneficiaries, but also for Member States as they struggle to cope with ageing populations and labour market shortages, and therefore for the achievement of a prosperous, cohesive and inclusive EU society¹.

This Study examined (i) labour market access rights for beneficiaries of international protection both in legislation and in practice, (ii) the availability of employment-related support measures for beneficiaries, (iii) good practices and obstacles in Member States' policies related to beneficiaries' labour market access and participation, as well as (iv) differences in the treatment of the different statuses (i.e. refugee status, subsidiary protection and humanitarian protection). The main findings are set out below.

Under the recast Qualification Directive (QD), beneficiaries should have 'immediate' access to employment. Whilst all Member States have indeed codified the **legal right** for beneficiaries to access the labour market, in practice, beneficiaries first have to meet certain **administrative conditions** (notably being in possession of residence permits and/or work permits). Whilst procedures and the length of time it takes for beneficiaries to obtain such documents differ per Member State, meeting such requirements can delay beneficiaries' access to the labour market in practice.

In comparison to other migrant groups, beneficiaries, owing to their specific circumstances and experiences, are often confronted with additional **practical obstacles** when accessing the labour market. Obstacles include e.g. psychological and physical distress, lack of documentation proving qualifications, lack of a social network, housing instability, lack of language proficiency etc. Such practical obstacles underline the specific needs of beneficiaries of international protection and provide a strong argument

for the necessity of *tailored* employment-related support measures specifically targeting beneficiaries.

In line with the recast QD, all Member States provide beneficiaries access to a wide range of **employment-related support measures**. Significant differences exist however across Member States as to the organisation, the type/content of the measures, the extent to which they are tailored to beneficiaries, as well as the extent to which they are accessible in practice.

In all Member States, employment-related support measures for beneficiaries form part of broader labour market integration policies for *migrants*. Within this framework, **different organisational approaches** exist as to how Member States make such measures available to beneficiaries. Whereas the large majority of Member States apply a mainstreaming approach and provide access to measures in a similar manner to all TCNs, several others apply a hybrid approach by combining generic measures for migrants with specific tailored measures to beneficiaries, whereas only a few Member States provide specific measures tailored exclusively to beneficiaries.

A wide range of **different types of employment-related support measures** are offered across Member States. Core measures provided by most Member States include language courses, orientation services, employment services (including counselling), housing assistance, and assistance in obtaining recognition of professional qualifications. The precise focus of the language courses, and nature of the services provided by each Member State differs significantly. Additional support measures provided by some include also outreach to potential employers, access to internships/apprenticeships, training on social/professional skills etc.

Although the majority of employment-related support measures are generic by nature (i.e. similar as those offered to TCNs/nationals), the Study crucially shows an increasing **trend** of policy initiatives **to develop more tailored measures** in response to the current migration/refugee crisis. Most of these policy initiatives are still largely exploratory in nature (i.e. establishment of Task Forces, working groups) and are yet to be translated into specific measures/practices.

¹ COM (2016) Action Plan on the integration of third country nationals.

The review of a selection of employment-related support measures identified certain **good practices** in the provision of employment-related support measures. These include:

- ★ **Linking language learning to the job market** to increase the likelihood that learning supports employment;
- ★ Providing **orientation services** with the aim to **directly support workplace integration** in order to help the beneficiary to prepare for the workplace;
- ★ Provision of **tailored** measures to facilitate beneficiaries' access to **education**, e.g. by financial assistance, exemption from course fees, guidance during studies etc.
- ★ Provision of '**complementary**' **education** and training (**bridging courses**) specifically for beneficiaries or TCNs as a means of acquiring additional learning and getting qualifications recognised;
- ★ Provision of **tailored vocational educational training** which help to increase employment participation rates;
- ★ Provision of employment **counselling** by a **wide range of actors** and in **different foreign languages** to ensure an optimal level of services;
- ★ Provision of **tailored** schemes for the **recognition of qualifications** and accreditation of prior learning, including tailored information and assistance to beneficiaries to identify and access suitable schemes.
- ★ Provision of **additional housing assistance** to beneficiaries, e.g. pro-longed stay at reception facilities, transitional facilities, housing counselling, priority given to beneficiaries in the context of social housing, dispersal policy which takes account of employment opportunities etc.

Crucially however, beneficiaries face numerous **obstacles to access employment-related support measures** in all Member States. Most importantly, some employment-related support measures are not widely available to *all* beneficiaries, for example because they are offered on a project-basis, are only offered in certain geographical areas, or are simply restricted to a certain number of beneficiaries. Other factors which impede the participation of beneficiaries in support measures include financial costs (both direct and indirect), lack of language proficiency, low educational levels, lack of educational qualifications and/or documents to proof qualifications etc. Furthermore, due to high financial and human resource

costs, the **implementation** of support measures is in some Member States also **sub-optimal**.

The **(limited) statistics** available on the **employment rate** of beneficiaries indicate that their participation rates are low in the first four or less years of residence, but increase over time. After 20+ years the employment rate becomes almost the same for all categories of migrants. Moreover, many Member States indicated that those beneficiaries who do secure jobs, usually work below their qualification levels in low-skilled/low-paid jobs often of temporary nature.

Finally, the Study identified certain **differences in the treatment** between the various categories of beneficiaries when it comes to labour market access and access to employment-related support measures. The main difference between refugees and beneficiaries of subsidiary protection relates to the length of the residence permit with many Member States granting residence permits of shorter duration to beneficiaries of subsidiary protection. Also, beneficiaries of humanitarian protection are in some Member States subject to more administrative conditions in comparison to refugees/beneficiaries of subsidiary protection. This notably relates to the requirement of a work permit including a labour market test to access the labour market. No significant differences between the categories were identified in relation to accessing and participating in employment-related support measures.

1 Introduction

1.1 STUDY RATIONALE

Integration of beneficiaries of international protection is one of the key challenges the EU and Member States currently face. Although most focus has, to date, been placed on *migrant* integration (i.e. integration of third-country nationals in general), the unprecedented numbers of asylum applications received in recent years, in combination with a higher recognition rate (see section 2), place the integration of *beneficiaries of international protection* at the top of the political agenda.

Integration is a multi-faceted process, with labour market access and participation featuring as only one of its many dimensions. However, from the perspective of beneficiaries of international protection, it is a key concern. A 2013 UNHCR Study² pointed out that, when asked “what makes you feel integrated?” most refugees responded “to have a job”. The UNHCR’s Study emphasises the refugees’ desire to work and to avoid being dependent on welfare payments. Having a job was described by respondents as: fostering feelings of pride because of the ability to provide for oneself and to contribute to the wider society; facilitating acceptance by the receiving population; as well as supporting refugees with other dimensions of integration which are closely linked to employment, such as housing, socio-cultural integration, education etc.

Labour market integration is not only essential to refugees, but also to receiving societies. From a government perspective, labour market participation of beneficiaries of international protection reduces the costs to the welfare system. More crucially, within a context of ageing populations and the rise of structural labour market shortages across the EU, Member States face the challenge of making optimal use of the labour force present on their territory. The EU Agenda on Migration also underlined this when it stipulated: “the reality is that across Europe, there are serious doubts about whether our migration policy is equal to [...] the need to integrate migrants into our societies, or to the economic demands of a Europe in demographic decline”. In sum, getting integration right is therefore key to refugees, to Member States, and to a successful EU including an effective protection system for beneficiaries of international protection.

At EU level, the legal right for beneficiaries to access the labour market is laid down in Art. 26 (1) of the recast Qualification Directive. Art. 26 (2) obliges Member States to also ensure that beneficiaries have access to employment-related support measures under equivalent conditions as nationals³. Art. 34 obliges Member States to grant beneficiaries access to integration programmes to “take into account the specific needs of beneficiaries”. Art. 26 (2) and the reference to “specific needs of beneficiaries” in Art. 34 were newly introduced into the recast, acknowledging that beneficiaries often face particular challenges to secure access to the labour market.

Although the right to employment is unequivocally enshrined in the Directive, Art. 26 (2) still leaves Member States a large margin of manoeuvre concerning the organisation, type and content of employment-related support measures. As a result, practices on the integration of beneficiaries of international protection into the labour market may differ significantly. The added-value of this Study lies in providing an overview of what labour market integration measures are available to beneficiaries of international protection, focusing in particular on good practices. Ultimately, this could lead to a more tailored toolbox for EU Member States to explore in their pursuit of greater economic and social integration of the growing number of beneficiaries of international protection in the EU (e.g. during 2008-2015, EU Member States issued a total of 900,000 positive decisions on asylum claims)⁴.

1.2 STUDY AIMS

The overall aim of the Study is to inform the target audience (e.g. practitioners, policy officers, decision-makers at both EU and national level including academic researchers and the general public, the Commission and the European Asylum Support Office) on the application of integration support measures for beneficiaries of international/humanitarian protection in relation to labour market access and participation, identifying existing policies and good practices.

More specifically the Study aims to:

- ★ Review the legal and policy framework concerning labour market access rights, reviewing in particular the existence and occurrence of administrative and practical obstacles to access the labour market;

² UNHCR (2013), a new beginning: refugee integration in Europe, Geneva: UNHCR, September 2013, pgs. 76-78.

³ Ireland and the UK did not opt-in to the recast Qualification Directive. Article 26(2) of the previous Qualification Directive (2004/38/EC) (which affects **Ireland** and the **United Kingdom**) has the same requirement, but this is only relevant for beneficiaries of refugee status.

⁴ Eurostat (migr_asydcfsta) accessed on 3rd June 2016.

- ★ Analyse similarities and differences in the organisation and content of labour market integration policies for beneficiaries of international/humanitarian protection;
- ★ Examine which employment-related support measures Member States offer to beneficiaries of international/humanitarian protection, investigating the extent to which these can and are being accessed by the target group;
- ★ Examine the availability of tailored employment-related support measures to beneficiaries of international/humanitarian protection (i.e. special provisions which are different from those available to third-country nationals legally residing in the (Member) State territory);
- ★ Examine whether and to what extent Member States grant similar rights and benefits regarding labour market access and employment-related support measures to refugees and to beneficiaries of subsidiary and humanitarian protection, identifying any differences in the treatment of the statuses as well as overall differences between refugees and beneficiaries of subsidiary and humanitarian protection on the one hand and legally residing third-country nationals on the other;
- ★ To the extent possible, seek to identify good practices concerning Member States’ policies on labour market access/participation and the provision of employment-related support measures to refugees, beneficiaries of subsidiary and humanitarian protection.

1.3 SCOPE OF THE STUDY

The target group of the Study focuses on:

- ★ **Beneficiaries of international protection;** i.e. those granted international protection status, either as a refugee or a beneficiary of subsidiary protection as stipulated in the Qualification Directive and its recast (*EU harmonised status*);
- ★ **Beneficiaries of humanitarian protection who were granted a status** in the framework of an asylum procedure due to obligations under international refugee or human rights instruments (*national status*).

In this report, we may therefore refer to “beneficiaries” and include both beneficiaries of international protection as well as humanitarian protection, unless specified otherwise. The focus of the target group is thus limited to all persons whose asylum application had a positive outcome; other third-country nationals granted first residence permits or alternative statuses (e.g. tolerated stay) are beyond the scope of this Study. Moreover, whilst recognising that the integration pathway starts before a status is granted, integration policies and practices targeting *applicants* for international protection are excluded from the scope of this Study. For examples of studies that do address the measures available for asylum applicants, see recent publications from the European Parliament and OECD,

as well as forthcoming publications from the Migration Policy Centre and Eurofound⁵.

As to the scope of integration measures, the primary focus of this Study is on “labour market access and participation”. However, in exploring which employment-related support measures Member States have in place, the Study also focuses on the following integration measures closely linked to labour market access and participation, including:

- ★ Language courses
- ★ Orientation courses
- ★ Education
- ★ Vocational education and training
- ★ Recognition of qualifications
- ★ Counselling
- ★ Access to housing
- ★ Guaranteed minimum income.

1.4 STRUCTURE OF THE REPORT

Following this introduction (Section 1), the Study is divided into five further Sections (2-6):

Box 1: Overview of the Structure of the Report

Section 2:	Provides a statistical overview of the population of beneficiaries of international protection as well as their labour market participation;
Section 3:	Provides an overview of labour market access rights and reviews administrative and practical obstacles for accessing the labour market;
Section 4:	Describes similarities and differences in the organisation and content of Member States’ labour market integration policies for beneficiaries of international protection;
Section 5:	Reviews in more detail a selection of employment-related support measures, identifying possible obstacles as well as good practices;
Section 6:	Presents the conclusions of this Study.

⁵ For example the OECD Study on “Making integration work”, 2015; European Parliament Study on “Work and Social welfare for asylum seekers and refugees”, December 2015, and; the forthcoming Study by the Migration Policy Centre “Mapping labour market integration support measures for asylum seekers and refugees, policies and practices in EU Member States”, 2016.

2 Statistical overview of the population of beneficiaries of international protection and their labour market participation

This section provides a brief statistical overview of the population of beneficiaries of international protection and their labour market participation.

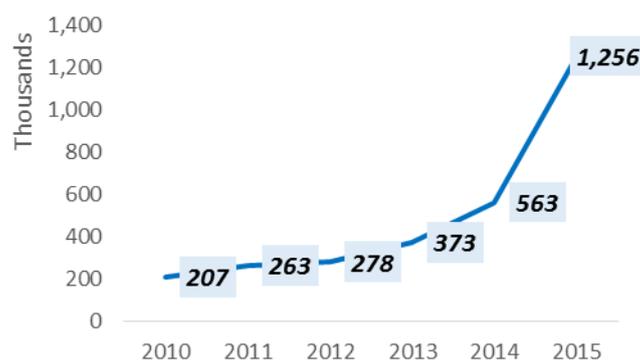
2.1 POPULATION OF BENEFICIARIES OF INTERNATIONAL PROTECTION

As figure 1 shows, the number of asylum applications lodged in the EU 28 has significantly increased over the last several years. The number of first-time applicants especially peaked in 2015 when it amounted to over 1.2 million applications; more than double the number of first-time applications lodged in 2014 (562,680).

Between 2010 and 2015, a total of 2,939,540 first time applications were lodged in the EU. Syrian nationals accounted for the greatest number of asylum applications in the EU, representing 19% or 559,260 of all. More than half (362,775 or 29% of all first time applications lodged in 2015) of these Syrian first time applications were registered in 2015 alone. Nationalities contributing the next highest number of applications in 2015 were Afghani (178,230 or 14%), Iraqi (121,535 or 10%), Kosovars (66,885 or 5%) and Albanians (65,935 or 5%)⁶.

Although there is large uncertainty in terms of forecasting future asylum flows, the number of asylum applications may be expected to persist in the short (2016) and medium-term (next two to three years) as conflicts in Syria, Iraq, and Afghanistan and the dismal human rights situation in Eritrea remain unresolved to date⁷. There are an estimated 8 million people displaced in Syria as well as 4 million people in neighbouring countries. Moreover, migration flows from Africa now also seem to have intensified in the first months of 2016.

Figure 1: Number of first asylum applications in EU 28, 2010-2015



Source: Eurostat (*migr_asyappctza, first time applicant*), extracted on 7th of April 2016

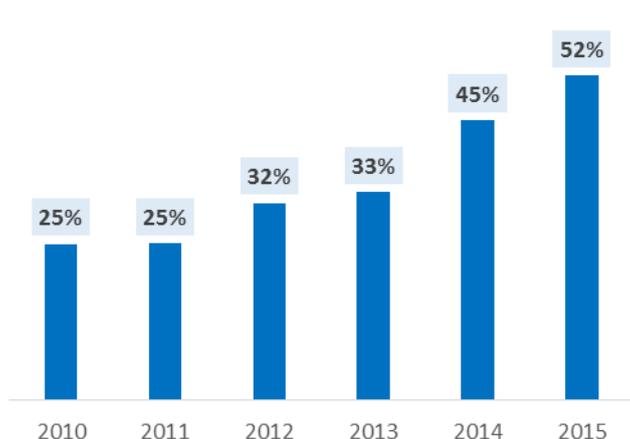
Although many asylum applicants genuinely have an international protection need, not all persons seeking asylum will be granted an international protection status. In fact, the recognition rate of asylum applications was previously relatively low, amounting to an EU average of 25% in 2010-2011. However, this rate has significantly increased over the last years to a total of 52 % in 2015, as shown in figure 2 below. This increase is directly related to the high recognition rates of in particular applicants from Syria (96%), Iraq (87%), Eritrea (84%) and Afghanistan (70%) in 2015. Among the ten most important countries of origin of asylum applications in the EU in 2015, a total of five had a +60% protection rate⁸.

⁶ Source: Eurostat, *migr_asyappctza*, last accessed on 20 May 2016.

⁷ Ibid.

⁸ Main countries of origin: Syria, Afghanistan, Iraq, Kosovo, Albania, Pakistan, Eritrea, Nigeria, Iran. Those who had a +60% protection rate: Syria, Iraq, Afghanistan, Eritrea, Iran.

Figure 2: Share of positive decisions out of the total first instance decisions in EU 28, 2010-2015

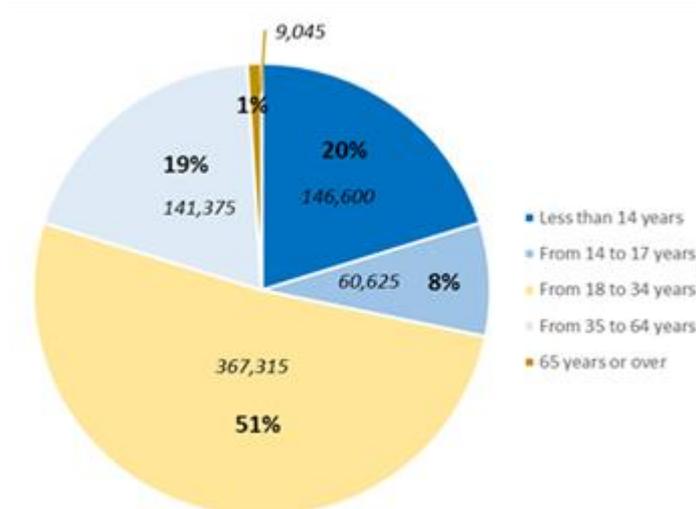


Source: Eurostat (*migr_asydcfsta*, total positive decision out of total decisions), extracted on 7th of April 2016

As to the type of status granted, according to Eurostat data, **the large majority** of those granted a positive decision at first instance in 2015 were **granted refugee status**: out of the total of 307,620 positive decisions issued in 2015, 229,425 were granted refugee status (74.6%) in comparison to 56,120 subsidiary protection (18.2%) and 22,075 (7.2%) humanitarian protection (see also section 3). However, large differences exist across Member States, with the share of refugee status (for those Member States issuing the highest number of positive decisions in 2015) ranging from 12% in Italy, 40% in Sweden and the Netherlands, to more than 80% in France, Austria, Belgium and the United Kingdom, and up to 97% in Germany. The share of refugee status also varies across countries of origin; among first instance positive decisions the share of refugee status ranged from 43% for Afghans, 48% for Somalis, to 77% for Eritreans, 83% for Syrians, 89% for Iraqis and 94% for Iranians.

Of particular importance for labour market access and participation is also the **age of beneficiaries of international protection**. Figure 3 below shows the age distribution of persons with a positive first instance decision over the period 2010-2015. It shows that, by far, the majority of applicants granted international protection over the period 2010-2015 are within the age category of 18-34 years, i.e. of working age and thus highly relevant to the EU labour market.

Figure 3: Age distribution of persons with a positive first instance decision in EU 28, 2010-2015



Source: Eurostat (*migr_asydcfsta*), accessed on 2nd March 2016

Moreover, table A1.1 in Annex also shows the number of beneficiaries, divided by age group *per year*. Importantly, it shows that the share of beneficiaries within the age group 18-34 years has increased from 44% in 2010 to 55% in 2015.

With regard to the **skills-set** of these beneficiaries of international protection, little data are available and no overall conclusions can be drawn. A recent UNHCR study suggests that Syrian refugees arriving to Greece are **highly educated**⁹. This was also confirmed by an IOM representative at a recent EU-level event¹⁰. Data from the European Social Study Survey indicates however that immigrants (not distinguishing between economic immigrants, asylum seekers and recognised refugees) from Afghanistan, Iran, Iraq, Syria, Somalia, Eritrea, are on average **less educated** than the **native population or other immigrants**¹¹. Importantly, however, a recent OECD report emphasises that there

⁹ See European Parliament Study (2016), Labour Market Integration of Refugees: Strategies and Good Practices, p. 26.

¹⁰ Presentation by IOM Representative at the Economic and Social Committee hearing on the integration of refugees into the labour market, 22nd February 2016.

¹¹ European Parliament (2016), Labour Market Integration of Refugees: strategies and good practices.

are **high disparities** in beneficiaries' educational backgrounds, **depending on nationality**.

For example, 40% of the Syrian nationals who arrived in 2014 were educated to at least upper-secondary level¹², whereas the proportion was only 20% among Afghans and 10% among Eritreans¹³. The report underlines that such high disparities present an additional challenge to many Member States' integration systems.

Data provided by some Member States (AT, BE, DE, SE) also seems mixed. In **Austria**, results of a 'competency check' performed by the Public Employment Service (PES) in which 898 beneficiaries of international protection participated¹⁴, shows that **more than half** of the beneficiaries had a **qualification above compulsory schooling**, of which 23% had a university degree, 27% a qualification for university entrance level and 11% completed VET. A total of 20% had completed compulsory schooling. However, the results indicated **large differences** in qualifications **depending on nationality**; whereas 90% of beneficiaries from Iran, 73% of beneficiaries from Iraq and 67% of beneficiaries from Syria had finished a degree above compulsory schooling, this amounted only to 26% for beneficiaries from Afghanistan. Similarly, differences in qualifications depending on nationality are also confirmed by a study in **Germany**. According to a recently published study by the Federal Office for Migration and Refugees in Germany, 43% of all Syrian refugees finished or are currently about to finish either an apprenticeship or a university education in comparison to 39% of Afghani refugees and 27% of Iraqi refugees.¹⁵ On the other hand, approximately 16% of Syrian refugees, 18% of Afghani refugees and 26% of Iraqi refugees had not attended school at all.

Indicative data in **Belgium** illustrates that **about 24.6%** of the adult beneficiaries who were granted a protection status in 2015 had **some form of higher education**, 41% had a number of years of secondary education and around 21% one or more years of primary education. In contrast, 14% were illiterate or did not benefit from any education at all. In contrast, in **Sweden**, reports from the PES indicate that an increasing share of new arrivals have a post-secondary

education. Syrian beneficiaries would in particular seem relatively qualified as they were registered as the top nationality asking for recognition of qualifications at the Council for Higher Education.

2.2 LABOUR MARKET PARTICIPATION

2.2.1 EMPLOYMENT RATE

Member States were asked to provide statistics on the total number of employed, unemployed and inactive beneficiaries of international protection, disaggregated by category (refugee, beneficiaries of subsidiary protection and persons granted humanitarian protection). However, few Member States were able to provide such statistics. Many Member States mostly referred to statistics on the employment rate of third-country nationals vis-à-vis nationals of the Member State. These studies overall confirm that there is a considerable gap between the employment rate of nationals vis-à-vis immigrants as also confirmed by OECD and Eurostat data¹⁶. For example, Eurostat statistics indicate that in 2014 for the population aged 20-64 years the unemployment rate amounted to 20% for non-EU citizens compared to an unemployment rate of approximately 9% for nationals¹⁷. However, this kind of data does not allow to draw any conclusions on the labour market participation of beneficiaries of international protection.

Statistics on labour market participation of **beneficiaries** of international protection are scarce and very little empirical research has been done. A special module in the 2014 European Union Labour Force Survey indicates that participation of beneficiaries is generally lower and lags behind those of other migrant groups¹⁸. Figure 4 below shows the employment rate of non-EU born migrants by immigrant category. The figure shows that, after four years or less of residence, the employment rate of beneficiaries of international protection (27%) as well as of family migrants (31%) is low¹⁹. However, their employment rate gradually increases over time and after 20+ years of residence, the employment rate becomes almost the same for all categories of migrants. The findings illustrate that it takes beneficiaries a long period of time to integrate into the labour market compared to migrants who have come for reasons of employment or study²⁰.

¹⁶ Adam I., Van Dijk M., IES, Policy Brief, Immigrant labour market participation in Belgium - high time to mainstream, 2015, p.1.

¹⁷ See for example [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:F4_Evolution_of_unemployment_rates_of_the_population_\(aged_20%E2%80%9364\)_by_broad_groups_of_nationality_of_citizenship,_EU-28,_2007%E2%80%9314.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:F4_Evolution_of_unemployment_rates_of_the_population_(aged_20%E2%80%9364)_by_broad_groups_of_nationality_of_citizenship,_EU-28,_2007%E2%80%9314.png)

¹⁸ Labour market integration of refugees: strategies and good practices, March 2016.

¹⁹ Ibid.

²⁰ Labour market integration of refugees: strategies and good practices, March 2016, p. 24. Note that these numbers have not been adjusted for the differences in the national origins of the groups with different duration of residence.

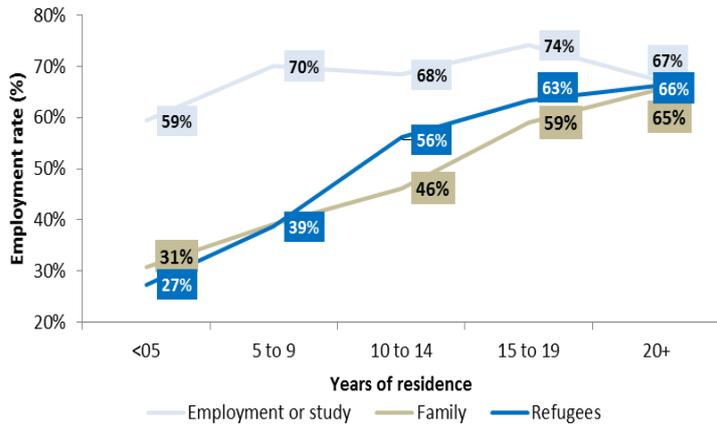
¹² Upper secondary education corresponds to the final stage of secondary education.

¹³ OECD, Making integration work, January 2016, p. 10.

¹⁴ AMS, Kompetenzcheck-Ergebnisse, 12 January 2016, available at: <http://www.ams.at/ueber-ams/medien/ams-oesterreich-news/asylberechtigte-auf-jobsuche>

¹⁵ http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/Kurzana lysen/kurzanalyse1_qualifikationsstruktur_asylberechtigte.pdf?__blob=publicationFile

Figure 4: Employment rate by immigrant category and duration of stay in EU Member States, 2014, EU-28*



Source: European Commission (forthcoming), "Labour Market Integration of Refugees" in 2016 Employment and Social Developments in Europe Review. Calculations based on 2014 EU LFS Ad Hoc Module. *Note: The EU-25 total an approximation for the EU without Denmark, Ireland and the Netherlands for which no data is available. The categories used here are according to self-declared reasons why a non-EU born person migrated to the EU i.e. those that came for reasons of employment or study, those that came for reasons of international protection (refugees).

These findings are also confirmed by results of some national statistics/studies/surveys undertaken by few Member States (e.g. BE, FR, MT, NL, SE, UK) in relation to the participation of beneficiaries of international protection in the labour market²¹. Estimates from the UK Office of National Statistics on the employment status of refugees during 2011-2014 are shown in table 2. These statistics show high numbers of inactive and unemployed beneficiaries. These statistics must however be interpreted with caution as a direct comparison between the number granted protection in a particular year and the number employed is estimated.

Table 1: Total estimate of all individuals' employment status who arrived in the UK seeking asylum²²

	2011	2012	2013	2014
Nr employed	170,000	160,000	170,000	190,000
Nr unemployed	60,000	50,000	50,000	40,000
Nr of inactive persons	160,000	160,000	150,000	170,000

National statistics (from SE) and study/survey results in other Member States (BE, FR, NL), however, indicate that **the number of employed refugees increases (significantly) over time**. A summary of

a survey conducted in **France** on the employment rate of beneficiaries of international protection is provided in the box below.

Box 2: Integration of beneficiaries into the labour market after 3 and 6 months

The French Office for Immigration and Integration (OFII) conducts regular surveys of beneficiaries of international protection who have signed a Reception and Integration Contract (CAI).

In 2014, of the 3,168 beneficiaries of international protection who had signed the CAI and were contacted **at three months**, 1,787 responded to the OFII survey concerning their activities. The results showed that:

- ★ 397 (22%) were following some form of training;
- ★ 1,542 (86%) were registered with the Job Centre;
- ★ 293 (16%) were employed, of which a large share (39%) had a fixed term contract.

After **6 months**, a total of 1,324 beneficiaries from the same sample responded showing that:

- ★ 271 (20%) were following some form of training;
- ★ 1,129 (85%) were registered with the Job Centre;
- ★ 296 (22%) were employed, of which the majority (39%) had a fixed term contract

A study in **Belgium** which covered a period of four years²³ shows that out of the 4,869 beneficiaries surveyed, 13% were economically active²⁴ at the moment when their status was recognised. After four years, the share of active beneficiaries increased to 55%, of which a total of 42% out of the 4,869 beneficiaries were employed four years after they were granted their protection status whilst 13% was unemployed. A Study conducted in the **Netherlands**²⁵ highlights that around 25% of beneficiaries secure a job with more than 8 hours of work per week after 2 years, whilst after 5 years around half of all beneficiaries had secured a job and after 15 years the employment rate further increased to 56% of all beneficiaries. **Sweden**, in its National Report, presents national statistics as flow data for the period 2010-2014²⁶. The statistics provided indicate that the activity rate is low during the first and second year following the granting of a status, whereas the rate increases over time, notably in the third and fourth year following the granting of status.

²³ Rea A., Wets J., the Long and Winding Road to Employment, An analysis of the Labour Market Careers of Asylum Seekers and Refugees in Belgium, Academia Press, 2014.

²⁴ Economically active persons refers to those in employment as well as job-seekers.

²⁵ WRR, SCP, WODC (2015) 'Geen tijd verliezen. Van opvang naar integratie van asielmigranten' ['Don't lose time. From reception to integration of asylum seeking migrants'] p. 10-11

²⁶ The statistics presented on page 50 of the National report show the development of the number of persons in the different categories starting from the year they received a residence permit. For instance, persons issued a residence permit in 2010 can be followed each year throughout the period until 2014. See for more information the National Report, p. 50.

²¹ The statistics are not aggregated per category of beneficiary.
²² Home Office Analysis, Annual Population Survey, 2011-2014. Rounded to Nearest 10,000.

These findings confirm also the conclusions of a recent OECD study²⁷ (based on Eurostat Labour force survey module on migrants) which concluded that beneficiaries need a longer time to adjust to the labour market compared to third country nationals, but if sufficient time and strong support measures are provided, the gap between third-country nationals and beneficiaries is reduced and integration into the labour market becomes more successful. This underlines the **pivotal importance** of ensuring and facilitating **beneficiaries' access to the labour market** through the provision of employment-related support measures (see section 4 and 5).

2.2.2 TYPE OF EMPLOYMENT

Many Member States (AT, BE, BG, EE, EL, FI, LT, LU, SI, SK, SE) reported that beneficiaries who do secure a job usually do so in **unskilled low-paid labour**, in sectors such as agriculture, construction, retail, cleaning services, food services, personal care, etc. As such, many Member States (AT, BE, BG, EE, EL, FI, LT, LU, SI, SK, SE) argued that those who do secure a job are **likely to work below their qualification** due to the various practical obstacles that beneficiaries face (see section 2.4). Reference was made to several studies, albeit some of these do not specifically focus on beneficiaries of international protection but rather on third-country nationals in general. For example, the survey in France conducted by the OFII which results were presented in Box 2 above showed that the main areas of employment for those that had secured jobs included hotels and restaurants, cleaning services and construction. In **Austria**, the UNHCR conducted a Study in 2012 and 2013 which indicates that beneficiaries of international protection are mainly employed at unskilled or low-qualified jobs²⁸. Similar findings emerged from a UNHCR Study in **Bulgaria**²⁹, whereas other Member States made reference to studies/evaluations which again confirm similar findings³⁰. **Luxembourg**, in its National Report, also commented that “professional downgrading’ is sometimes the only way to obtain work”. In this regard, the issue of **'brain-waste'** becomes significant especially in a context of ageing populations where several EU Member States face labour shortages in some sectors.

Moreover, several Member States (AT, BE, BG, EL, FR, SI, SE) emphasised that beneficiaries are more likely

to secure **temporary jobs**. In **Belgium** for example, Caritas International conducted a Study which showed that out of the 54 beneficiaries interviewed between a time span of two to four years after having been granted a status, 11 were employed at the time of the interview, but none of them had a contract of permanent duration³¹.

Finally, **Bulgaria** and **Greece** also noted that beneficiaries are more likely to end up working in **irregular labour**. Greece estimated that many beneficiaries ended up working in the Greek underground economy, which is one of the highest in the OECD countries and accounts for 24% of the country's GDP³². Similar findings were found by UNHCR in a study conducted in **Bulgaria** in 2013 where it was shown that a significant share of refugee and humanitarian status holders joined extended family networks in other EU countries, where they **often worked irregularly**. To overcome some of the obstacles associated with employment many beneficiaries from **the Slovak Republic** were reported to find jobs within their own communities and networks where the requirement to speak the Slovak language is minimal. Finally, Sweden noted that beneficiaries are also more likely to become **self-employed** or be employed by labour hire organisations³³.

3 Labour market access rights in law and in practice

This section provides an overview of the legal framework and Member States' practices and obstacles with regard to labour market access rights. In particular, it reviews:

- ★ The legal right to employment – section 3.1;
- ★ Obstacles to the legal access to employment (i.e. administrative conditions/requirements to access the labour market) – section 3.2;
- ★ Other practical obstacles to access employment in practice – section 3.3

²⁷ OECD. (2016), *Making Integration Work: Refugees and others in need of protection*, OECD Publishing, Paris.

DOI: <http://dx.doi.org/10.1787/9789264251236-en>

²⁸ UNHCR (2013), *Facilitators and Barriers: Refugee Integration in Austria*, p. 33 and 53.

²⁹ UNHCR (2013) *Where is My Home? Homelessness and Access to Housing Among Asylum-seekers, refugees and persons with International protection in Bulgaria*, UNHCR – Regional Representation for central Europe, p. 31.

³⁰ See for example a 2015 report from The Swedish National Audit Office (Riksrevisionen) Riksrevisionen granskar: *Nyanländas etablering – är statens insatser effektiva?* RiR 2015:17 (in Swedish) (2015), p. 30.

³¹ Caritas International Belgium, *Réfugié ch. Travail, Résultats d'une étude sur la formation et l'emploi menée auprès de réfugiés*, 2014.

³² Data according to the EL National Report.

³³ See for instance *DELM I Kunskapsöversikt 2015:3 - Integrationspolitik och arbetsmarknad* (2015), p. 11.

3.1 THE LEGAL RIGHT TO ACCESS THE LABOUR MARKET

At EU level, the legal right to access the labour market is stipulated in Art. 26 (1) of the recast Qualification Directive which provides that beneficiaries of international protection can engage in employed or self-employed activities “immediately after protection has been granted”, subject to “rules generally applicable to the profession and to the public service”³⁴.

At national level, the legal right to employment of beneficiaries of international protection has indeed been codified in all Member States’ national legislation. In many Member States (e.g. AT, CY, CZ, EE, ES, FI, FR, HR, IE, IT, LT, LU, LV, NL, MT, SI) the right to employment is subject to rules generally applicable to the profession and to the public services, in line with Art. 26 (1). For example, in **Estonia, France, Hungary, Latvia, Luxembourg, and Spain**, third-country nationals cannot access positions in the public service, dealing with sensitive (national) issues. In the **Czech Republic** professions in the army or professions connected to security forces are limited to exclusively Czech citizens.

3.2 OBSTACLES TO THE LEGAL RIGHT TO EMPLOYMENT

Beyond such restrictions as laid down in Member States’ national legislation, several administrative requirements/conditions need to be met by beneficiaries of international/humanitarian protection before they can access the labour market in practice. These include:

- ★ Residence permits; all Member States except for **Croatia**
- ★ Work permits; **Austria**³⁵, **Belgium**³⁶, **Malta, Spain, Sweden**³⁷;
- ★ Other additional administrative conditions; **Greece** and **Malta**

The above-mentioned requirements for beneficiaries are, in turn, discussed in the sub-sections below.

3.2.1 RESIDENCE PERMITS AS PRE-CONDITION TO ACCESS THE LABOUR MARKET

In all Member States (except **Croatia**), a residence permit, proving the right of beneficiaries to residence in a particular (Member) State, constitutes a pre-requisite for accessing the labour market.

This sub-section reviews two different dimensions of the requirement of having a residence permit, which impact on labour market access and participation:

- ★ The type and length of residence permits (in view of long-term labour market integration possibilities), and;
- ★ The length of the procedure to obtain residence permits (which could arguably delay access to the labour market).

The impact of these two dimensions on labour market access and participation is further discussed in the conclusions (section 6).

3.2.1.1 Type and length of residence permits

At EU level, Art. 24 of the recast Qualification Directive stipulates that, “as soon as possible” after refugee or subsidiary protection status has been granted, Member States should provide beneficiaries of international protection with residence permits, which should be valid no less than “three years for refugees” and “at least one year for beneficiaries of subsidiary protection”. Member States grant different types of residence permits to beneficiaries of international protection of varying duration. Table A1.2 in Annex provides an overview of Member States’ practices with regard to residence permits; it specifies the duration of residence permits for refugees and beneficiaries of subsidiary and humanitarian protection as well as the minimum time-frames to apply for permanent residence and citizenship.

The table shows that, for EU harmonised statuses (refugee and subsidiary protection), a distinction can be made between:

- ★ Member States who, in line with Art. 24 of the recast Qualification Directive, distinguish between refugees and beneficiaries of subsidiary protection and issue residence permits of differing length to both categories (e.g. AT, BE, CY, CZ, DE, EE, FR, HR, LT, LV, SI, SK);
- ★ Member States who do not make a distinction between refugees and beneficiaries of subsidiary protection and who issue residence permits of equal length to both categories (EL, ES, FI, IE, IT, LU, MT, NL, SE, UK).

Overall, for those Member States who distinguish between refugees and beneficiaries of subsidiary protection, the **residence permit granted to refugees is of longer duration** than those granted to **beneficiaries of subsidiary protection**, as is permitted by the recast Directive.

³⁴ Whilst Ireland and the United Kingdom were bound by Directive 2004/83/EC, they are not bound by the recast Directive 2011/95/EU.

³⁵ Only beneficiaries of humanitarian protection.

³⁶ Only beneficiaries of subsidiary protection

³⁷ Only in case of temporary residence permits. If the beneficiary has a permanent residence permit, there is no need to have a work permit. Also, the residence permit is issued at the same time as the work permit, thus in practice the process is not delayed.

However, even within the same category of residence permits (i.e. residence permits granted to refugees on the one hand and beneficiaries of subsidiary protection on the other), large differences exist with regard to the length of these permits across Member States. For example, whereas in **Austria, Belgium³⁸, the Czech Republic, Slovenia** and the **Slovak Republic³⁹** residence permits of unlimited duration are granted to **refugees**, other Member States initially grant refugees (renewable) residence permits ranging from: three years (CY, EE, DE); to five (HR, LT, LV); and ten years (FR). In comparison with refugees, the duration of (renewable) residence permits for **beneficiaries of subsidiary protection** is shorter, ranging from mostly one year (AT, BE, CY, CZ, EE, FR, LV, SI, SK), to two (DE, LT) or three years (HR).

Also for those Member States who do not differentiate between refugees and beneficiaries of subsidiary protection, large differences exist with regard to the length of residence permits granted to both categories, ranging from only one year (SE), to three (EL, IE, MT), four (FI), or five years (IT, NL, UK). **Spain** provides permanent residence permits to both categories. In view of the current migration/refugee crisis, **Sweden** has temporarily reduced the length of the residence permit from normally issuing a permanent permit to a permit for three years for refugee status or one year for subsidiary protection⁴⁰. In contrast, resettled refugees, continue to receive a permanent residence permit in Sweden.

In addition to the harmonised EU-statuses of international protection as stipulated in the recast Qualification Directive (refugee and subsidiary protection), almost half of the Member States (AT, BG, CZ, DE, EL, ES, FI, HR, IT, MT, NL, SE, SK, UK) may also grant national **humanitarian protection** in the context of asylum procedures⁴¹. For example, in **Austria** such status can be granted on the grounds of e.g. the right to family life (ECHR Article 8), or in cases of need for individual protection such as for victims of violence or trafficking in human beings. The length of humanitarian residence permits is in most concerned Member States shorter (DE, EL, FI, HR, IT) or similar to (AT, SE) those granted subsidiary protection. The minimum duration ranges from mostly one year (AT, DE, ES, FI, HR, MT, SE) to two years (EL, IT).

In the **United Kingdom** persons granted humanitarian protection are issued a 5-year residence permit (similar to refugees) and in the **Slovak Republic** a permanent residence permit for an indefinite period of time (also similar to refugees).

Once a first residence permit has been granted, these can either be renewed, or all Member States also allow beneficiaries to apply for a) a permanent residence permit and/or b) citizenship. Several conditions apply, amongst them a required minimum length of residence, which is summarised in table A2.2 in Annex. At EU level, the Long-Term Residence Directive also states that Member States have to grant beneficiaries who have lived in their Member State for an uninterrupted period of five years the status of a long-term resident.

3.2.1.2 Length of the procedure to obtain a residence permit

According to the preliminary findings of the Study on the Evaluation of the recast Qualification Directive, the average time it takes from being granted a protection status to receiving a residence permit varies greatly across Member States, ranging from approximately a few weeks to a few months.

3.2.2 WORK PERMITS

In addition to a residence permit, some Member States (AT, BE, EL⁴², ES, MT, SE⁴³) also require **beneficiaries of international/humanitarian protection** to be in possession of a work permit.

Whereas in some Member States (ES, SE) the requirement of a work permit equally applies to both refugees, beneficiaries of subsidiary protection as well as humanitarian protection, others only require a work permit for a specific category of beneficiary, as follows:

- ★ **Belgium** requires beneficiaries of subsidiary protection to be in possession of a work permit, whereas this obligation does not apply to refugees⁴⁴;
- ★ **Austria⁴⁵** requires exclusively beneficiaries of humanitarian protection to be in possession of a work permit

³⁸ The Belgian government decided in December 2015 to limit the duration of the residence permit given to recognized refugees to five years (after these five years, it becomes a permit of unlimited duration). The new law is expected to come into force during the course of 2016.

³⁹ If asylum is granted due to family reunification a permit is granted for three years.

⁴⁰ See the Swedish National Report for further information.

⁴¹ See also the EMN Study on "The different national practices concerning granting of non-EU harmonised protection statuses", published in December 2010.

⁴² Until 3rd April when a new law was passed on asylum and migration which abolishes the requirement for a work permit.

⁴³ Only for temporary residence permits.

⁴⁴ Note that BE does not apply a form of humanitarian protection. A similar obligation for beneficiaries of subsidiary protection was abolished in Slovenia in September 2015 with the entry into force of the new Employment, Self-employment and Work of Aliens Act.

⁴⁵ Depending on the residence permit granted, some beneficiaries of humanitarian protection may need a work permit, namely those holding a "Residence Permit" and those holding a "Residence Permit for Individual Protection". Those holding a "Residence Permit Plus" do not require a work permit.

Crucially, however, in **Spain** and **Sweden** beneficiaries apply and are issued the residence and work permit at the same time (**in one single procedure**), thereby **avoiding administrative delays** to access the labour market. In contrast, in **Malta**, next to applying for a residence permit, the beneficiary has to additionally apply (in a separate procedure) for an employment license. For refugees, this can be done by the employer, whereas beneficiaries of subsidiary and humanitarian protection have to apply in their own name.

3.2.2.1 Conditions for receiving a work permit

To receive a work permit, certain additional administrative conditions may have to be met.

In **Greece**, prior to April 3rd 2016, in order to be granted a work permit, beneficiaries of international protection had to submit:

- ★ A certified copy of their residence permit;
- ★ A certified copy of the positive asylum decision;
- ★ A recruitment certificate by an employer saying that he/she will hire/employ them;
- ★ A document from a public hospital, attesting that the beneficiary in question does not suffer from any type of illness.

Moreover, beneficiaries of *humanitarian* protection had to also request the employment organisation to conduct research on the labour market to ensure that Greek or other EU nationals do not want the job in which the beneficiary is interested. The Greek report subsequently noted that: “most of the times, and especially because of the current situation in Greece, where unemployment rates/levels are particularly high, their application for issuing a work permit is rejected”.

However, a new law was passed in Greece on 3rd April 2016⁴⁶ which abolishes these requirements and grants refugees as well as asylum seekers immediate access to employment on similar conditions as Greek nationals.

In **Malta**, according to national legislation, beneficiaries of subsidiary protection might be subject to **labour market tests**, although authorities do not generally apply such tests in practice. Similarly, in **Austria**, beneficiaries of *humanitarian protection* might also be subject to a labour market test, depending on the type of residence permit.

3.3 OTHER PRACTICAL OBSTACLES TO ACCESS THE LABOUR MARKET

In addition to the administrative obstacles, some Member States also referred to the various practical obstacles that beneficiaries face when accessing the labour market. Whilst some obstacles are general to all third-country nationals (e.g. lack of language skills, low educational background, discrimination/xenophobic attitudes etc.), others are specific to beneficiaries as they relate to their past experiences of flight and to the loss of protection from their own state. For example, beneficiaries often suffer from psychological distress and/or trauma (due to the forced nature of migration), have weak links to the host society, lack proper documentation etc. As such, beneficiaries are, in comparison to other migrants, a particularly vulnerable group of migrants who face barriers over and above those encountered by other migrants. Such barriers present significant practical obstacles to access the labour market and may also explain their lower employment rate⁴⁷.

The following lists the most important obstacles, brought forward by Member States and/or as mentioned in the literature⁴⁸, which may have a significant negative impact on the beneficiary’s ability to integrate:

- ★ Lack of knowledge of the local language/differing cultures;
- ★ Discrimination and unwelcoming attitudes towards beneficiaries;
- ★ Protracted inactivity during asylum procedures and/or in reception facilities;
- ★ Psychological distress (due to the forced nature of migration and frequent traumatic experiences associated with it);
- ★ A weak link or attachment to the host country;
- ★ Lack of documentation to certify qualifications, levels of experience and skills);
- ★ Lack of a social network;
- ★ Housing instability;
- ★ Poor health;
- ★ Etc.

⁴⁷ European Parliament (2016), Labour Market Integration of refugees: Strategies and Good Practices; OECD (2016), Making Integration Work; IMF (2016), the Refugee Surge in Europe: Economic Challenges; UNHCR (2013), a New Beginning: Refugee Integration in Europe, September 2013; UNHCR (2013), Refugee integration and the use of Indicators: evidence from Central Europe; Council of Europe (2014), Parliamentary Assembly Doc. 13462; European Modules on Migrant Integration (2014), European Commission DG HOME; European Parliament (2013), Comparative Study on the Best Practices for the integration of resettled refugees in the EU Member States.

⁴⁸ UNHCR (2013), A New Beginning: Refugee Integration in Europe

⁴⁶ Law 4375/2016

Such practical obstacles underline the importance of the provision of **employment-related support measures**, which are further discussed in section 4 and 5.

4 Organisation and content of labour market integration policy for beneficiaries of international protection

In view of the practical obstacles experienced by beneficiaries of international protection (as set out in section 3.3), Art. 26 of the recast Qualification Directive requires Member States not only to provide beneficiaries with access to the labour market (Art 26 (1)), but crucially also to **facilitate such access by providing employment-related support measures** under equivalent conditions as nationals (Art. 26 (2)). Art. 26 (2) makes reference to, for example, employment-related education opportunities for adults, vocational training, practical workplace experience and access to the counselling services afforded by employment offices. In addition, Article 34 requires Member States to ensure access to integration programmes which they consider to be appropriate so as to take into account the specific needs of beneficiaries. Apart from these examples and the obligation imposed on Member States to provide such measures, Member States are still left considerable discretion as to the organisation and content of their labour market integration policies for beneficiaries of international protection. Consequently, their approaches in this area differ significantly as elaborated in the sections below.

The next sub-sections briefly describe the overall approach, key instruments and main components of Member States labour market integration policies for beneficiaries of international/humanitarian protection. It also draws attention to recent changes and new policy initiatives introduced in response to Europe's migration crisis.

4.1.1 OVERALL APPROACH TO LABOUR MARKET INTEGRATION POLICY FOR BENEFICIARIES

At policy level, traditionally, within the broader framework of integration, most focus has to date been placed on *migrant* integration in general rather than the integration of *beneficiaries of international/humanitarian protection* specifically. This holds true for both policies at EU as well as national level. As such, labour market integration policies for beneficiaries are heavily influenced by overarching policy initiatives or legal acts defining the strategic lines and priorities of migrant integration policies. Some Member States (AT, BG, DE, FI, HR, NL, SK, UK) highlighted, in particular, the central role allocated to employment within these strategies.

Within this broader framework of migrant integration policy, Member States have adopted a variety of **approaches** to address the **integration of beneficiaries of international protection**. In this regard, a distinction can be drawn between:

- ★ Member States which follow a **mainstreaming approach** by primarily ensuring integration by granting access to rights/services in a similar manner as available to the general population (BE, BG, CY, EE, EL, FI, HR, IE, LU, LV, MT, SK, UK);
- ★ Member States who apply a **hybrid approach** and provide generic measures in combination with targeted support measures for beneficiaries of international protection (AT, DE, ES, FR, HU, NL, SE);
- ★ Member States which primarily apply **tailored integration measures** to the needs of beneficiaries of international protection (CZ, IT, LT, SI).

In those Member States which follow a **mainstreaming approach**, the focus is on ensuring integration by granting access to the rights (e.g. labour market access) and services **in a similar manner as available to the general population/third-country nationals**. This may also include access to mainstream programmes such as Public Employment Services (PES). In **Cyprus, Estonia, Finland, Latvia, Luxembourg** and the **United Kingdom** the Public Employment Service (PES) offers assistance and support to *all* job seekers to find employment, including refugees and beneficiaries of subsidiary protection, and informs them of the availability of any suitable training courses. In **Belgium** labour market integration policies have traditionally concerned wage subsidies or reduction in the social security contributions for employers who hired people with a specific profile, such as low-qualified young people, the long-term unemployed and older workers, with migrants subsumed within these broader categories. In addition, beneficiaries of international protection are generally required to follow the same introduction programmes as other newly-arrived third country nationals. There are, however, differences in approach among the various regions. Furthermore, PES in Flanders, Brussels and Wallonia offer generic services to help the unemployed, such as training courses, personal assistance and bringing jobseekers in contact with employers. However, due to the recent high influx of asylum seekers, more initiatives are increasingly implemented by e.g. organisations, NGOs as well as PES that target beneficiaries. These include more tailored vocational and educational programmes for refugees by the Brussels PES, the organisation of job days and task forces at local level which target beneficiaries. Similarly, in the **Slovak Republic**, integration policy has traditionally focused on third-country nationals in general.

However, a specific state integration programme for beneficiaries of international protection is currently being developed in the course of 2016⁴⁹. **Ireland and the United Kingdom** also pursue a policy of mainstream service provision in the area of integration. Whilst there are some targeted initiatives, these are aimed at meeting the specific short-term needs of a subset of refugees, specifically resettled UNHCR programme refugees.

In those Member States which follow a **hybrid approach**, integration programmes have traditionally focused on **migrants in general** but **also offer some tailored support measures for beneficiaries** of international protection. In **Austria**, whilst the measures outlined in the 2010 National Action Plan for Integration, including those concerning the labour market, apply to individuals with a migration background in general, an Integration Package and 50-Point Plan for the Integration of Persons Granted Asylum and Beneficiaries of Subsidiary Protection (both adopted/presented in 2015), specifically target beneficiaries of international protection. In the **Netherlands**, compared to other third country nationals, beneficiaries of international protection benefit from more favourable measures concerning, for example, the financing of language and civic integration courses (the costs of which are covered by the State if the courses are successfully completed), recognition of qualifications⁵⁰ and housing. In contrast, access to education and guaranteed income measures are generic and apply to both third country nationals and beneficiaries in a similar manner. In **Sweden**, while labour market measures have often been generic and the immigration status awarded to a person has been of less importance in relation to labour market integration measures, the 'Introduction Act' established in 2010 specifically caters for the needs of beneficiaries of international protection.

As for the third group, this consists of those Member States where most integration measures have been designed **primarily with refugees and beneficiaries of subsidiary protection in mind**. **Italy**, for example, explains in its National Report that it has developed specific policies that target beneficiaries as "they are considered vulnerable persons who have specific needs and therefore require adequate measures". In Italy, social integration of beneficiaries starts in the second phase of the reception process, when asylum seekers/refugees enter the SPRAR network.

This system consists of territorial projects carried out by municipalities, consortia, local authorities and are aimed at guiding beneficiaries step by step to autonomy and social/occupational integration. Measures are implemented following an integrated and personalised approach, tailored to the characteristics and background of the individual person. Since 2015, Italy also started implementing a national pilot project (INSIDE) which aims to secure jobs for beneficiaries of international protection. The project provides 672 "individual endowments for social and occupational integration" and is expected to provide for approximately 20,000 traineeships. In the **Czech Republic, Hungary** and **Slovenia** integration measures also focus on beneficiaries of international protection, offering them various types of targeted support and services.

Europe's migrant crisis, characterised by the rising number of migrants seeking asylum, has sparked policy changes in some Member States. These changes seem to indicate **a trend to increasingly develop more targeted measures** that cater for the specific needs of beneficiaries of international protection. For example, in **Austria** the high influx of asylum seekers, and the resulting need to take swift action for their integration once they obtained a protection status, motivated the adoption of the Integration Package and the 50-Point Plan focusing on beneficiaries of international protection in 2015. Specific actions in the field of refugee integration were also introduced in **Germany**. Since 1st July 2015, Germany implements the action "Integration of Asylum Seekers and Refugees⁵¹" within the framework of the European Social Fund (ESF). The aim of this action is to support these groups in taking up employment or apprenticeships and obtaining school diplomas through various measures, including counselling, coaching and job placement. **Estonia** and **Latvia** both established high-level institutional working groups to look into the integration of beneficiaries. In **Latvia** the working group was tasked to develop a suitable system for the reception of asylum-seekers and the integration of refugees and beneficiaries of subsidiary protection. Similarly, in the **Netherlands**, due to the exceptional flows of asylum seekers, a Ministerial Committee on Migration was established which aims for a coordinated approach with regard to migration and asylum and thematic task forces/working groups were created to promote the participation of in particular beneficiaries of international protection in the labour market. At the beginning of 2016 the **Czech Republic** launched a new concept of their State Integration Programme for Refugees and Beneficiaries of Subsidiary Protection.

⁴⁹ This programme is being prepared based on the Slovak Government Resolution No. 568/2015 from 21 October 2015 on Information on supporting NGO activities related to provision of humanitarian and integration support to refugees presented by initiators of the petition "A Plea for Humanity". See for further information the National Report.

⁵⁰ This recognition is free of charge for beneficiaries who participate in an integration programme.

⁵¹ (Integration von Asylbewerberinnen, Asylbewerbern und Flüchtlingen – IvAF)

The new concept is a follow-up to the programme which was already in place and responds to the anticipated increase in the number of beneficiaries enrolled in the programme. Under the new concept, more emphasis is placed on language courses and ways to secure housing for beneficiaries, including the so-called 'integration asylum centres' (see also section 5.7). Moreover, the Czech Republic also established a working group on resettlement and relocation which regularly also discusses also the new State Integration Programme. At the time of writing, the **Slovak Republic** had launched the process to develop a State Integration Programme targeted to beneficiaries of international protection.

Box 3: Austria: Integration policies debated following the migration/refugee crisis

Against the backdrop of large flows of asylum seekers, in 2015 a debate was launched in Austria concerning what the future direction and focus of integration policies should be.

The Expert Paper on the Integration of Persons Granted Asylum and Beneficiaries of Subsidiary Protection, drafted by a task force under the Expert Council for Integration, confirmed the need to distinguish between third country nationals in general and beneficiaries of international protection, underlining the **specific challenges** that the latter face **to successfully integrate** in the receiving societies. The Integration Package and the 50-Point Plan for the Integration of Persons Granted Asylum and Beneficiaries of Subsidiary Protection in Austria, both of which **specifically target beneficiaries of international protection**, were adopted/presented following this debate.

4.1.2 KEY INSTRUMENTS OF LABOUR MARKET INTEGRATION POLICIES

Some Member States make use of various instruments to help structure the provision of integration support. The following main instruments, or a combination thereof, are applied:

- ★ **Integration programmes** (BE, CZ, DE, EE, LT, LV, NL, SE) of which those in CZ and SE are specifically geared to the needs of beneficiaries of international protection;
- ★ **Integration contracts** (DE, FR, HU, LU, NL) of which those in HU are specifically geared to the needs of beneficiaries of international protection;
- ★ The design of a **personalised integration plan** (BE, CZ, ES, FI, IT, SE) of which those in BE, IT, SE are specifically geared to the needs of beneficiaries of international protection;

Integration programmes are a common instrument used in several Member States (BE, CZ, DE, EE, LT, LV, NL, SE). They comprise of a set of integration-related measures or activities aiming to promote the integration of their target group into the receiving society.

Whilst there is variation across Member States as regards the nature of participation (compulsory/voluntary), the extent to which they are tailored to beneficiaries, as well as their content and level of comprehensiveness, they tend to share some basic components such as language training, civic and cultural orientation and preparatory measures to access the labour market. For example, the **Netherlands** applies a civic integration programme to beneficiaries of international protection as well as third-country nationals. Beneficiaries are expected to complete this programme within three years from the time their status was granted. In principle, beneficiaries are to finance participation by their own means, but can get a loan of up to 10,000 EUR, which debt can be waived upon successful completion. The Dutch civic integration programme features language and orientation courses including labour market orientation. In the **Czech Republic**, the State Integration Programme is tailored to beneficiaries, who are free to participate within one year of being granted international protection. The programme offers language courses, housing support, support to enter the labour market including social and legal counselling, language courses, recognition of qualifications, special assistance for vulnerable beneficiaries etc.

Integration contracts stipulate the obligations of the newcomer in relation to his/her integration and give access to certain services intended to support the integration process. The notion of a 'contract' underlines that immigrants/beneficiaries have not only rights, but also duties. Since 2007 **France** has had in place a compulsory 'Reception and Integration Contract' (contrat d'accueil et d'intégration (CAI)). This was, in 2016 replaced with a 'Contrat d'intégration républicaine' following the introduction of a new law in March 2016. In signing this contract, the individual concerned commits to participate in the activities foreseen in it, namely a civic training, an information session on life and employment in France and a language training course. The contract also gives access to social support. While this tool applies to all third country nationals, France has adjusted the support provided in order to offer targeted assistance in relation to access to employment and housing to refugees and beneficiaries of subsidiary protection. **Germany** follows a similar approach specifically in the area of labour market integration. An "employment integration agreement" can be concluded between a job centre and a third-country national/beneficiary which stipulates the efforts the concerned person is to undertake with a view of securing a job. This could for example include the obligation to attend an integration course. If no such agreement is made, an administrative act may also impose the duty to cooperate in the integration process. For example, in order to be eligible for basic income benefits, third-country nationals/beneficiaries can be obliged to attend an integration course.

Failure to comply with this requirement can result in a reduction of benefits. In **Hungary**, beneficiaries can sign a contract with the Office of Immigration and Nationality. The contract is seen as a mutual partnership involving both rights and obligations. Once the contract is signed, the beneficiary is entitled to receive financial support (which amongst others can finance employment-related support measures). A “treatment plan” is drafted in consultation with social workers which sets out the steps to employment. Finally, the ‘participation statement’ in the **Netherlands** can also be considered as a form of contract. At the end of the civic integration course migrants are obliged to pass an exam and as part of this exam they are expected to sign the ‘participation statement’ declaring their acceptance of the country’s values and committing themselves to actively participate in Dutch society.

Individual integration plans constitute a tool to structure the implementation of integration interventions at the individual level so as to ensure that these are, to the greatest extent possible, adjusted to the specific needs and particular situation of the person concerned. In the **Czech Republic** an individual integration plan describes the integration goals of the concerned beneficiary including the activities to achieve these goals. The plan is updated on a continuous basis. **Sweden** represent another developed example of offering individual integration plans tailored to beneficiaries of international protection, as illustrated in the box below.

Box 4. Sweden: The personal “introduction plan”

In Sweden an introduction interview takes place between the Public Employment Service (Arbetsförmedlingen) and the beneficiary in which the person’s skills and competences, professional and educational background, personal preferences and ability to participate in integration activities are mapped out. On the basis of this interview, an introduction plan is prepared which sets out the individual’s best path to integrate into the labour market and can include counselling on whether the person should undertake work or studies.

4.1.3 MAIN COMPONENTS OF LABOUR MARKET INTEGRATION POLICIES

Irrespective of the approach and instruments used, the **basic components of all Member States’ labour market integration policies** tend to converge around the following core elements:

- ★ Language training;
- ★ Orientation courses (providing information about the country’s values, institutions and way of life);
- ★ Access to public employment services (e.g. registration, provision of information about job vacancies, possibility to follow vocational training courses).

Some Member States also mentioned the following measures as important elements in their labour market integration policies for beneficiaries:

- ★ Assistance in obtaining recognition of professional qualifications (e.g. AT, ES, NL, SK, SE, UK);
- ★ Employment counselling (e.g. AT, BE, BG, CZ, DE, EE, EL, ES, MT, NL, SK, SE, UK);
- ★ Housing assistance (e.g. BE, AT, CZ, EE, ES, FI, FR, IE, IT, LU, LT, MT, NL, SK, SI, SE, UK);
- ★ Income support measures (e.g. EE, ES, FI, IE, LU, LT, MT, NL, SI, SE, UK) ;
- ★ Access to apprenticeships/ internships (AT⁵², EE, ES, SE);
- ★ Provision of training on basic social and professional skills (e.g. EE, LT, LV, SE);
- ★ Outreach to potential employers (e.g. EE, ES, SE);
- ★ Grants/ bursaries to facilitate access to education and training (e.g. ES);
- ★ Orientation in the labour market (e.g. NL)

As mentioned by **Luxembourg**, education and vocational educational training may also be part of labour market integration policies. A selection of these measures are reviewed in more detail in section 5.

4.2 ORGANISATION OF EMPLOYMENT-RELATED SUPPORT MEASURES

Member States have adopted a variety of organisational approaches to implement their policies on the labour market integration of beneficiaries of international protection. This subsection describes these approaches, including: the levels of government involved in the implementation of integration policies, the main actors responsible for the provision of support measures, as well as any coordination arrangements in place.

4.2.1 TERRITORIAL LEVELS AND GOVERNMENTAL DEPARTMENTS INVOLVED IN LABOUR MARKET INTEGRATION POLICIES

The responsibility for implementing labour market integration policies is borne by:

- ★ State-level authority(-ies): BG, CY, HR, LU, MT, SI, SK;
- ★ State-level, regional and local authorities: AT, CZ, DE, ES, FI, FR, IE, IT, NL, SE, UK;
- ★ State-level and local authorities: EE, LV, LT;
- ★ Regional and local authorities: BE

⁵² In Austria access to apprenticeships goes together with access to vocational educational training as well.

Hence, in all Member States, except for **Belgium**, an authority at the level of the State has full or partial responsibility for labour market integration policies. In the vast majority of the Member States such responsibility is shared between more than one governmental department/agency – e.g. in **Finland** and the **Netherlands** various government departments are responsible for education and training, employment, housing, etc. The public employment agencies play a key role in the implementation of labour market integration policies in many Member States – i.e. **Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Germany, Italy, Ireland, Latvia, Luxembourg, Malta, Slovenia, Slovak Republic** and **Sweden**. In **Sweden**, for example, the PES holds co-ordinating responsibilities for all the measures stipulated in the Integration Act and, among others, has the tasks of conducting introduction interviews, assisting the persons concerned in finding housing in a municipality (for those eligible for an introduction plan), drawing-up introduction plans, deciding on introduction benefits and determining quotas of immigrants allocated to the regions in cooperation with the county administrative boards and the Swedish Migration Agency.

As for the way integration responsibilities are shared across different levels of government, in most Member States this reflects the distribution of competences amongst various territorial entities in the Member States. For example, in **Spain** the State-level bears overall responsibility for migration and asylum, while the regional level (the Autonomous Communities – ‘Comunidades Autónomas’) and the municipalities provide social services on health, education, housing and employment to support the social integration of beneficiaries of international protection. In **Estonia**, policies are developed at national level, but local government is responsible for their implementation, with the municipalities being entirely responsible for organising the provision of social support, i.e. they organise, assign and pay social services and benefits. Subsistence benefits are however paid from the state budget. Similarly, in **Ireland** and the **Netherlands** immigration policy development is the responsibility of a state-level department while implementation falls on the relevant regional/local authorities and service providers (the municipalities in the case of the Netherlands).

In **Belgium** integration and employment policies are fully decentralised and coordinated at the regional level in Flanders and Wallonia, while in the Brussels Capital Region the Flemish Community Commission (VGC) is responsible for Dutch language integration and integration policy the French Community Commission (COCOF) is responsible for directing the integration policy for French-speakers.

4.2.2 INVOLVEMENT OF THIRD PARTIES IN LABOUR MARKET INTEGRATION POLICIES

All the reporting Member States indicated that third parties participate in the implementation of labour market integration policies. These include:

- ★ **Social partners**, namely employers’ associations and trade unions (highlighted by AT and FI);
- ★ **Businesses** (highlighted by CY);
- ★ **Churches** and/or church-affiliated organisations (highlighted by AT, CZ);
- ★ **Private organisations/businesses** (highlighted by IE, IT, SE)
- ★ **Public and private educational institutions** (e.g. adult learning centres, language and technical schools) (highlighted by DE, IE, MT, SE, SI);
- ★ **International organisations** such as the United Nations High Commissioner for Refugees (UNHCR) and the International Organisation for Migration (IOM) (highlighted by CY, EE, EL, UK);
- ★ **Non-Governmental Organisations (NGOs)** (highlighted by AT, BE, BG, CY, CZ, EE, EL, ES, FI, FR, IE, LT, LU, LV, NL, SE, SI, SK, UK);
- ★ **Foundations** (highlighted by NL);
- ★ **European institutions and Agencies** (e.g. European Commission, European Asylum Support Office (EASO)) (highlighted by EL).

NGOs constitute the most prominent third party in labour market integration policies across the Member States. These organisations are often contracted by the public authorities to provide integration services such as counselling and assistance in the areas of housing, labour market integration, vocational training, the provision of language courses and support at the medical, psychological and social levels, sometimes on the basis of formal cooperation agreements or grant agreements (e.g. in AT, BG, CY, CZ, EE, EL, ES, IE, LU, NL, SI, SK, UK).

In some Member States (e.g. AT, BE, CZ, EE, EL, ES, IE, NL, LV, SK) NGOs’ activities to promote the integration of beneficiaries of international protection are financed through EU funding, such as the Asylum, Migration and Integration Fund (AMIF) and the ESF. For example, in **Belgium** the activities undertaken by NGOs through EU funding in this area are often project-based, which implies that there is no structural, long-lasting cooperation between these organisations and the regional or federal governments.

The box below provides an interesting example of how in **Sweden** private businesses are involved in the implementation of labour market integration policies.

Box 5. Sweden: The "100 club"

In September 2015 the Swedish Government launched the "100 club", an initiative aimed at companies willing to hire at least one hundred staff among newly arrived migrants in a three year period. The PES will be working closely with companies in order to develop tailor made packages for the particular needs of the individual enterprise. The initiative will take advantage of a broad range of measures to increase and match candidates' skills with those desired by companies.

4.2.3 COORDINATION ARRANGEMENTS

In view of the broad range of stakeholders involved in labour market integration policies, **effective coordination** is key to successful policy implementation. As regards the coordination arrangements in place, three groups of Member States can be distinguished:

- ★ Member States where there is an **appointed national governmental body** responsible for coordination (BG, CY, CZ, DE, ES, FR, HR, IE, IT, LT, LU, MT, SE, SK);
- ★ Member States where coordination is undertaken through **a platform** including groups of different stakeholders (AT, EE, HU, LV, NL);
- ★ Member States who have adopted a more **regional/local approach** to coordination (BE, FI, UK)

In the first group different governmental bodies may carry the responsibility of overall coordination. For example, the Ministry of Interior in **Cyprus** and the **Czech Republic**; the Ministry of Labour in **Greece**; the Office for Migration and Integration (Office Français de l'Immigration et de l'Intégration (OFII)) in **France**; the Federal Employment Agency in **Germany**; the Office for the Promotion of Migrant Integration in **Ireland**; the Ministry of Labour and Social Policies in **Italy**, and; the Refugee Reception Centre in **Lithuania**. Further details on the coordination arrangements are provided in the examples below.

In **Croatia** a Standing Committee for the implementation of the integration of third-country nationals into Croatian society brings together the various government departments with responsibilities in the area of integration policy. **Spain** has established the Ariadna Network, which encompasses the main NGOs active in supporting the integration of beneficiaries of international protection and the Refugee Reception Centres, under the overall coordination of the Ministry of Labour. **Sweden** has set up a 'delegation for cooperation' where the Public Employment Service (PES), the Swedish Migration Agency and the county administrative boards discuss integration-related issues which require close cooperation. In **Ireland** at national level the Office for the Promotion of Migrant Integration has a cross-Departmental role in developing and co-ordinating migrant integration policy across other Government Departments, agencies and services.

In general, the actual delivery of integration services is the responsibility of mainstream Government Departments. In certain circumstances OPMI also delegates responsibility to the local level. OPMI also consults with an NGO forum.⁵³

Box 6. Spain: The Ariadna Network

The Ariadna Network consists on an integral plan of actions which aim to address the specific integration and socio-employment needs of asylum seekers and beneficiaries of international protection. It is co-funded by the Spanish Ministry of Employment and the ESF.

The Ariadna Network consists of four NGOs (ACCEM, CEAR, Red Cross and La Merced Migraciones) and four Refugee Reception Centres (Centros de Acogida a Refugiados (CAR)) and works under the coordination of the Ministry of Employment. Its activities, which are specified in a cooperation agreement signed on 22 October 2010 by the participating organisations, include the provision of training and other measures to support the integration of beneficiaries into the labour market, as well as awareness raising campaigns targeting the host society. By working as a network, the organisations concerned can optimise the use of resources, share good practices, increase their outreach and implement integration measures in a consistent manner.

In the second group, Member States have established a platform where different relevant players are brought together to exchange information. For example, in **Austria** the Advisory Board on Integration meets twice a year to ensure networking, coordination and consultation as well as knowledge transfer among the actors playing a role in implementing the National Action Plan for Integration. In **Ireland** the office for the Promotion of Migrant Integration (OPMI) works in consultation with relevant agencies at the national and local levels in order to ensure that resettled refugees have access to the services which they are entitled to and that such services are available as soon as possible upon arrival. In **Italy**, next to the Ministry of Labour and Social Policies carrying overall responsibility for coordination, a National Coordination Committee has also been set up within the Department for Civil Liberties and Immigration in the Ministry of the Interior. In the **Netherlands**, at the local level, municipality desks have been established to facilitate the exchange of information between different city councils with regard to integration. The Association of Dutch Municipalities (VNG), as an umbrella organisation, manages the interests of the municipalities and gets input from them about possible bottlenecks in the policy.

⁵³ See McGinnity et al (2014) Annual Monitoring Report on Integration 2013 <https://www.esri.ie/pubs/BKMNEXT266.pdf>.

In addition, task forces or working groups have been created in certain integration-related thematic areas, bringing together participants from different Ministries, agencies and various levels of government (see Box 6 below).

Box 7: the Netherlands, Task force for the Employment and Integration of Refugees (TWIV)

Set up in October 2015, the TWIV encompasses the key stakeholders in the field of labour market integration policies including the Association of Dutch Municipalities, employer's organisations and trade unions, NGOs, the University Assistance Fund, the Ministry of Education, Culture and Science and the Ministry of Social Affairs and Employment. It aims to enhance existing measures in counselling beneficiaries of international protection to improve access to employment, identify and resolve bottlenecks in the integration process and manage the high influx of asylum seekers in an orderly fashion.

Within the context of the TWIV, efforts are being made to examine how existing information on the skills and qualifications of beneficiaries of international protection can be used to match them to what is on offer in the labour market and education systems. In this respect, the Central Agency for the Reception of Asylum Seekers (COA) is currently implementing a pilot whereby beneficiaries who are staying at reception centres are matched to employers via employment agencies. TWIV also aims to improve the supply of information for municipalities about the regulations concerning employment and voluntary work for asylum seekers and beneficiaries.

Finally, in some Member States coordination takes place at regional or local level. In **Belgium**, for instance, coordination occurs at the regional level - in Flanders through the autonomous Agency for Integration and Civic Integration, in Wallonia through the platform DISCRI (Dispositif de concertation et d'appui aux Centres Régionaux d'Intégration) which coordinates the Regional Integration Centres, and in Brussels at the level of the two linguistic communities. In **Finland** there are also various coordination levels – national, regional and local – depending on where the relevant integration activities take place. In the **United Kingdom**, many (though not all) integration measures are coordinated locally. The local authority led 'Strategic Migration Partnerships' work regionally to coordinate the public, private and voluntary sectors responses to new migrants to ensure their successful integration. At national level, the Department for Communities and Local Government also coordinates integration measures centrally.

5 Selection of employment related support measures to access the labour market

This section presents a (non-exhaustive) overview of the most common types of employment-related support measures, examining their availability, organisation and implementation, obstacles and good practices.

5.1 LANGUAGE COURSES

Not being able to speak and understand a language can be one of the biggest obstacles to integration, as it impedes access to work, access to training services offered by the PES, access to other public services as well as day-to-day interactions in the host society.

While all Member States (except for Croatia) make available some form of language training to beneficiaries, the extent to which this is accessible to and suitable for beneficiaries of international protection, and the number of hours provided, differs from Member State to Member State. **Croatia** is in the process of establishing a national integration programme for beneficiaries of international protection which will cover language training, as well as orientation in history and culture.

5.1.1 AVAILABILITY OF LANGUAGE COURSES FOR BENEFICIARIES

In several Member States (AT, CZ, DE, EE, FR, IE, IT, LU, SE, SI, SK) language tuition is widely available, sometimes through multiple sources. In other Member States, availability is restricted. For example, training is only available to persons staying in - or who are able to attend – reception centres (BG), or it is only available to a restricted number of persons participating in a language-learning project (EL). Other Member States report that access to courses is limited, because resources are insufficient (IE, LV), or because of high demand (BE, FI).

5.1.2 ORGANISATION OF LANGUAGE COURSES

The Czech Republic and **Slovenia** have developed language courses specifically for beneficiaries of international protection, **Ireland** specifically for UNHCR programme refugees, whereas other Member States (AT, BE,⁵⁴ DE, FI, FR, IE, MT, SE, UK) have developed courses that target all legally-resident third-country nationals with language-learning needs. In the remaining Member States, language courses are made available more widely to all residents with language-learning needs.

⁵⁴ Flanders and Brussels

Language courses in Member States are organised in the following ways:

- ★ Language learning is provided by state-contracted tutors or organisations on a permanent, regular basis as part of the **national integration programme or policy** for all *beneficiaries of international protection* (CZ, EE, SI) or *legally residing third-country nationals* (AT, BE,⁵⁵ DE, EE, IE, FI, FR, SE)
- ★ Language learning is made available on a permanent, regular basis **to all residents with language-learning needs** through the employment service (AT, ES, UK) or through educational institutes (BE,⁵⁶ FI, HU⁵⁷, IE, IT, LU, NL)
- ★ Language learning is provided on a more **ad-hoc project basis** to a restricted number of beneficiaries of international protection (EL⁵⁸, SK)
- ★ State-funded (or subsidised) civil society organisations (CSOs) provide **language courses within specific localities** – i.e. at municipal or regional level (AT, BE,⁵⁹ CY, HU⁶⁰, IE, LV, LU, UK) or in asylum reception centres (BG, EE, LT).

5.1.3 OBSTACLES TO ACCESSING LANGUAGE COURSES

The **costs** of language learning, which may include **tuition** but also indirect costs such as **travel** and **childcare**, often deter beneficiaries of international protection from attending (as highlighted by e.g. the UK). Where language provision is an integral part of a national integration programme, courses are usually free (BE, CZ, FI, FR, IE⁶¹, NL, SE, SI) and often adapted to the needs of the learner – e.g. in **Belgium** and **Sweden**, courses are adapted to the existing language skills of the learner and in **Slovenia** provisions are made to ensure that the distance to be travelled to attend the course does not create an obstacle.

That some beneficiaries of international protection have had little or **no formal education**, are **illiterate** or not used to **European teaching styles** can also deter them from attending language courses or from learning the language effectively. Consequently, in **Estonia** and **Lithuania**, language is taught using contact languages (Russian and English), which may not be spoken (well) by the learner. Some Member States (e.g. AT, BE, FI, IT, NL, SE, SI) also offer literacy courses and/or offer special tools for teachers on how to teach illiterates.

For example, in **Sweden**, language courses adapted to the illiterate are available throughout the country⁶². Similarly, **Finland** provides adapted training to illiterate learners and those who are not habituated to the Roman alphabet. In **Slovenia**, teachers use pictures and other materials to teach basic language skills and classes are kept small to ensure the lessons are adapted to the learner’s needs. In **Ireland** mainstream literacy courses are offered free of charge by the Education and Training Board (ETB) Adult Literacy Service and refugees may access these. Furthermore, the National Adult Literacy Agency also supports literacy practitioners who are involved with adults whose first language is not English and further also provides online services which assist migrants in learning English.

As confirmed by several Member States (e.g. NL), course accessibility can also be particularly challenging for **female beneficiaries** of international protection who are more likely to have childcare obligations and may be deterred from learning for cultural reasons.⁶³ They are also more likely to be illiterate and to have not had any formal education than their male counterparts. In view of this, some Member States (IE⁶⁴, SE) have flexibility arrangements in place such as childcare facilities or evening classes and/or specific courses targeting female beneficiaries which is considered good practice. For example the **Austrian** programme ‘Mama lernt Deutsch!’ (Mum is learning German!) offered by the Municipal authority of Vienna targets women specifically, offers free childcare and provides targeted lessons on topics and skills relevant to this group. **Germany** also provides targeted support to women, parents, illiterate people and people with special learning needs.

Finally, disparities in the level of language courses provided may present another obstacle as lower level language courses (e.g. only A1 level) may not sufficiently foster the integration of beneficiaries into the labour market and society. This was for example confirmed by e.g. **Belgium**⁶⁵, **France**, **Ireland**⁶⁶, **Latvia** and **the Netherlands**⁶⁷. In contrast, **Austria** noted that courses of level B1 and upwards are provided.

⁵⁵ Flanders and Brussels

⁵⁶ Wallonia

⁵⁷ This statement is valid until 2013.

⁵⁸ Languages are also taught to third-country nationals

⁵⁹ Brussels

⁶⁰ This statement is valid starting from 2014.

⁶¹ Part of the integration programme for resettled refugees. Available to other refugees through mainstream Education and Training Board (ETB) services.

⁶² For example, the project (“BAS – Basutbildning för korttidsutbildade”) aims at basic training and labour market introduction for illiterates who often are in need of complementary support (in addition to Sfi) to be able to find a job. The project is on-going in six municipalities in the Stockholm county administrative region. There are several other examples of regional and local initiatives carried out in this field.

⁶³ Riller (2009) quoted in Migration Policy Centre (2016) Mapping Labour Market Integration Support Measures for Asylum-Seekers and Refugees: Policies and Practices in EU Member States

⁶⁴ In the case of resettlement programme refugees.

⁶⁵ In Belgium, the basic language training is of level A1. However, beneficiaries may also follow language courses of a higher level afterwards.

⁶⁶ In some cases.

⁶⁷ As argued by the Dutch Refugee Council.

5.1.4 GOOD PRACTICES OF LANGUAGE COURSES

Where language learning is linked to the labour market, this can increase the likelihood that the language learning will support employment. In **Austria, Belgium, Finland, France, Germany** and **Sweden** specific projects have been implemented or courses provided that integrate language training with some form of professional development support.

Box 8: Language learning linked to the job market in Sweden

Vocational language training is provided to third-country nationals who have professional degrees and/or previous work experience in their professions from their countries of origin. The training is available to professionals in medicine, engineers, educators, bus drivers, lorry drivers, crafts, IT-programmers, economists/lawyers/social scientists and to entrepreneurs. The tuition combines language training with training on how their profession is organised in Sweden, and how to negotiate the Swedish labour market in their field. An evaluation of the programme found that eight out of ten former students were self-sufficient one to two years after having completed the training. More information is available in the Swedish National Report.

In the **United Kingdom**, an evaluation further showed that language courses are particularly successful in meeting their targets when combined with social components, such as trips or other cultural events.

5.2 ORIENTATION SERVICES

Orientation services⁶⁸ are made available in most Member States although the nature of these and the extent to which they form an important part of the Member State's integration policy differ greatly.

5.2.1 AVAILABILITY OF ORIENTATION SERVICES

In several Member States (BE, DE, EE, FR, LU, NL, SE, SI), orientation courses are a key component of national **integration programmes** and thus made available to **all** beneficiaries of international protection. In **Slovenia**, no 'course' is provided, but **all** beneficiaries of international protection, on being granted status, are allocated an 'integration counsellor' who will provide them with orientation support.

In other Member States (AT, BG, CY, EL, HU, LT, SK), orientation courses are only provided on a **project basis** and may therefore not be available to all beneficiaries. In several countries (AT, CY, EE, EL, HU) these projects are **co-funded by the EU**.

In **Ireland**, and the **United Kingdom** orientation support is primarily **provided to resettled refugees**. Resettled refugees also receive distinct support in **Slovenia** and **Sweden**. In **Finland** orientation support is available to all beneficiaries in the form of self-study material and an open-to-all online service, whilst pre-departure orientation courses are also available for resettled refugees.

There is **no provision** of regular orientation courses for beneficiaries in **Croatia** and **Malta**, though in Croatia the Ministry of Interior in cooperation with the Red Cross deliver seminars to asylum seekers housed in reception centres on an ad-hoc basis and the government is in the process of establishing a national integration programme (see section 4.1 above). In **Malta**, orientation courses are only available to persons holding a long-term residence status.

5.2.2 ORGANISATION OF ORIENTATION SERVICES

In several Member States (BE, DE, EE, FR, IE, IT, LT, LU, SE, SI), orientation courses are provided by **state actors**. In other Member States (AT, BG, CY, CZ, EE, EL, LT, NL, SK, UK) they are delivered by **NGOs, private associations** and **international organisations** commissioned by national or regional authorities (AT, CY, CZ, EL, SK, UK) or working independently (BG, EL).

In several Member States (BE, DE, FR, LU, LV, SE), orientation services **target** newly arrived, legally residing third-country nationals in general. However, nine Member States (BG, CY, CZ, EE, EL, ES, IE⁶⁹, IT, NL) provide **tailored courses for beneficiaries** of international protection. The advantage of this is that they can cover aspects of integration specific to or more likely to be experienced by beneficiaries of international protection (e.g. registration for housing, benefits, etc.).

In most Member States, participation in orientation courses is **optional**. **Belgium⁷⁰** and **France⁷¹** are an exception as participation is obligatory. The Belgian report suggests that the mandatory nature of the courses is a motivating factor for beneficiaries to attend. In the **Netherlands**, participation is not obligatory, but successful completion of the civic integration course does constitute a precondition for applying/qualifying for a permanent residence permit.

⁶⁸ "Orientation services" are those services (teaching courses, information desks, etc.) aimed at providing basic information to newly arriving non-national residents to enable them to orientate themselves as quickly as possible into their new environment."

⁶⁹ In the case of resettlement programme refugees.

⁷⁰ Orientation was only introduced as an obligation in Wallonia and Brussels in 2016. It has been obligatory in Flanders for longer.

⁷¹ As part of the "Welcome and Integration Contract", the civic training is compulsory.

Member State orientation courses vary significantly in terms of the **number of hours of tuition offered**. In the Flanders region of **Belgium** beneficiaries are obliged to access 60 hours of 'social orientation', in Wallonia 20 hours, and in Brussels they must access ten hours of orientation (on the rights and obligations of the migrant) with the remaining 50 hours being optional. **Germany** and **Sweden** also offer 60 hours of orientation and **Lithuania** offers either 120 hours of orientation (to residents in the Refugee Reception Centre) or 80 hours of training to those housed outside (via the Lithuanian Red Cross). By contrast, Estonia offers 8 hours' worth of orientation and **France** and **Luxembourg** only 6 hours (as part of their 'Welcome and Integration Contract'), though the French Office for Immigration and Integration (OFII) is planning soon to expand provision to 12 hours.

5.2.3 CONTENT OF ORIENTATION COURSES

Orientation programmes in the **Czech Republic** and the Slovak Republic can only be started upon completion of language courses. By contrast, in the Flanders region of **Belgium**, in **Estonia**, and in **Sweden**, orientation courses can be followed in the beneficiary's own language or a 'contact' language, e.g. English, Arabic or French. In **Ireland**⁷² and **Slovenia**, interpreters can support the integration counsellor to communicate with the beneficiary of international protection.

The **subject-matter** and **focus** of orientation courses differ between Member States and can also affect the extent to which the course will be effective in truly *orientating* the beneficiary or not. Most focus on how to access public services and rights and obligations (AT, CZ, CY, EE, ES, FI, IE⁷³, SE). In other Member States orientation courses instead address the 'national' values and culture (AT, CZ, DE, FR, HU, IE, IT, LV, NL). In some cases, orientation may focus less on practicalities, because most beneficiaries of international protection obtaining status in the EU will have been residing in reception centres and may have therefore received some basic orientation on how to access services (e.g. this is the case in FR, HU, IE, IT, SI).

5.2.4 OBSTACLES TO ACCESSING ORIENTATION COURSES

Language can be a barrier to participation in orientation courses, particularly when persons are required to have a particular proficiency level to participate.

Further, while less an obstacle to *access*, the fact that some orientation courses focus more on cultural orientation and less on practical orientation can be counterproductive to the purpose of orientation and therefore an obstacle to the orientation course achieving results. UNHCR⁷⁴ reports that where beneficiaries of international protection receive "too little information about the legal and social principles underlying life in [the Member State]" they are subsequently "not sufficiently informed to master everyday situations (e.g. how to use public transportation) or make use of services." The 'theoretical approach' to orientation taken in **Luxembourg** has also been criticised by one migrant-rights NGO.

5.2.5 GOOD PRACTICES IN INCREASING ACCESS TO AND EFFECTIVENESS OF ORIENTATION

Orientation support which aims to **directly support workplace integration** can be considered as good practice, because they more effectively prepare the beneficiary for the workplace. In **Spain**, orientation courses are labour-market focussed and include workplace competences such as *inter alia* communication, self-control, self-esteem, numerical reasoning, compliance with rules and fulfilment of tasks, analysis and problem solving, creativity, technology negotiation and self-organisation.

Orientation courses that provide beneficiaries with **opportunities to meet other people** can be effective in orienting them to the host country's culture and can also provide a way to facilitate integration through the creation of relationships. EU-funded projects and national programmes have brought together beneficiaries to visit museums, tour host cities and take excursions to parts of the country in several Member States (AT, BG, IE, LU, LV).

5.3 EDUCATION

A lack of relevant qualifications or education can be a major obstacle to the labour market participation for both nationals and non-nationals. Some beneficiaries of international protection arrive in the EU with relevant qualifications and are able to have their qualifications recognised (see section 4.5). By contrast, some – though qualified – still find it challenging to access work (e.g. because their qualifications are *not* recognised) and others arrive without suitable qualifications. This latter group may not have even finished schooling⁷⁵ leaving them at a particular disadvantage in accessing the labour market.

⁷² In the case of resettlement programme refugees.

⁷³ Orientation courses are only available to resettlement programme refugees.

⁷⁴ UNHCR (2013) – Facilitators and Barriers: Refugee Integration in Austria, available at www.refworld.org/docid/5278dc644.html

⁷⁵ **Belgium** reports that around 14% of the adult beneficiaries of international protection who were granted a protection status in 2015 were illiterate or had not benefitted from any primary education at all.

Art. 27 of the recast Qualification Directive provides that Member States should grant full access to the education system to all minor (Art. 27 (1)) and adult (Art. 27 (2)) beneficiaries under the same conditions as legally residing third-country nationals (TCNs)⁷⁶. This Study however only focuses on access to education that has a direct link to employment, i.e. those of employment age following (secondary/tertiary) education that might lead towards employment.

5.3.1 AVAILABILITY OF EDUCATION FOR BENEFICIARIES

In line with Art. 27(2), **all** Member States grant working-age beneficiaries of international protection access to the general education system under the **same conditions as third-country nationals** legally resident in the Member State. In all Member States this means that adult beneficiaries can access the national **tertiary education**. In a further fourteen (AT, BE, BG, CZ, DE, EE, ES, HU, IE, IT, LU, LV, SI, SE) adult beneficiaries can also access **secondary or basic education**.⁷⁷

However, given that it can be very challenging for beneficiaries of international protection to access (in particular secondary or tertiary) education, as described below (see section 5.3.2), this means that in practice beneficiaries often need tailored support to help them access education.

Many Member States (BE, CY, EL, FR, FI, HU, HR, IE, LV, LU, NL, SE) have put in place additional support for migrant adults to access education, although such support is (usually) not specifically tailored to beneficiaries of international protection. In most of these Member States, except for **Sweden**, the support is project-based or only provided in specific localities, meaning that it may not be accessible to *all* beneficiaries of international protection. Some interesting practices (some of which are tailored to beneficiaries, others not) are described below:

- ★ In **Austria** the 'Back to school' project run by UKI (Support Committee for the Integration of Migrants) provides 'catch up' schooling where needed to migrants and beneficiaries of international protection (see also the box below);
- ★ The University Service Association (EUF) in **France** offers grants for education to recognised beneficiaries of international protection;
- ★ In **Netherlands**, the Foundation for Refugee Students runs various projects independently of the State to help beneficiaries of international protection access educational programmes;

- ★ The **Netherlands** has also set up a Task Force in response to the ongoing European refugee crisis to increase the participation of beneficiaries. Among others the Task Force concluded agreements to encourage participation of beneficiaries in higher education⁷⁸.

- ★ The government of **Sweden** funds the provision of 'bridging courses' (complementary education) for third-country nationals in specific professions to enable them greater access to their chosen careers in Sweden (See Box for more information).

5.3.2 OBSTACLES TO ACCESSING EDUCATION

It can be challenging for beneficiaries of international protection to access education for several reasons:

- ★ Beneficiaries of international protection do not always carry with them the original **documents** (e.g. school-leaving certificates) **required for entry** onto courses. If they do have the certificates, sometimes they cannot afford to have them translated, posted to and recognised by the authorities; and
- ★ Educational establishments (especially University and other higher education courses) almost always require **fluency in the national language**. If beneficiaries have only been resident in the country a short time, they may not have the language skills necessary for entry onto the course;
- ★ Education (especially higher levels of education) can be **costly**: it requires a time investment, a financial investment in books and other materials, and courses in some Member States are paid for. Beneficiaries of international protection are often in precarious financial situations, particularly when first granted status, and can therefore not afford such investment;
- ★ Educational courses are mostly **offered in major towns** whereas beneficiaries of international protection are often settled elsewhere meaning they have to travel to access the course, which may be another deterrent.

5.3.3 GOOD PRACTICES IN INCREASING ACCESS TO EDUCATION

Two practices implemented in **Austria** and **Sweden** that can be considered good practice are outlined below:

⁷⁶ Whilst Ireland and the United Kingdom were bound by Directive 2004/83/EC, they are not bound by the recast Directive 2011/95/EU.

⁷⁷ In Ireland access is restricted to persons who have been resident in Ireland for a specific period of time

⁷⁸ More information is provided in the National Report.

Box 9: Austrian universities' 'MORE initiative'

The MORE initiative was launched in September 2015 by the association 'Universities Austria' and supported by various civil society organisations. The aim is to help beneficiaries of international protection and asylum seekers access university courses and lectures in order to improve their knowledge and language proficiency. The initiative offers help with the identification of qualifications, exemption from study and course fees, library access and certificates of course attendance.

Sweden's complementary education for third-country nationals

The Swedish government funds the provision of 'complementary education' (bridging courses) for foreign lawyers, educators (teachers), medical doctors, nurses, dentist and veterinarians to receive additional training in their field in order to receive a Swedish degree (diploma) to find work in Sweden. Additionally, two Swedish universities offer generic complementary education programme for persons with foreign academic qualifications. Studies conducted in Sweden have found that amongst qualified third-country nationals seeking work in Sweden those who have participated in complementary education are more likely to enter into the labour market and more likely to have a higher salary once working than those who have not participated.

5.4 VOCATIONAL EDUCATION AND TRAINING

Article 26(2) of the recast Qualification Directive, states that Member States shall ensure that activities such as [...] vocational training [...] are offered to beneficiaries of international protection, under equivalent conditions as nationals.⁷⁹

5.4.1 AVAILABILITY OF VOCATIONAL EDUCATION AND TRAINING

All Member States make vocational training programmes available to **unemployed persons in general**, including through PES support measures. In all Member States, except **Croatia**, beneficiaries of international protection can access these under equivalent conditions as nationals. In Croatia, the beneficiary first has to attend a Croatian language course for between six and nine months. However, in practical terms, beneficiaries of international protection accessing vocational training are required to have a certain level of language proficiency in order to be able to benefit from the training (see discussion on obstacles below).

There are examples of tailored training programmes for third country nationals including beneficiaries of international protection in a few Member States (AT, BG, EL, IE, LT). In all cases, the support is provided on a project basis and is therefore not necessarily available to *all* beneficiaries of international protection. Examples of these are described below:

- ★ **Austria's** 'Paths to Education – Training Perspectives for Unaccompanied Young Refugees' funded by the Federal Ministry for Europe, Integration and Foreign Affairs, the Public Employment Service Austria and other donors helps unaccompanied minors and young refugees to build skills and find apprenticeships.
- ★ **Bulgaria's** 2014 National Action Plan on Employment sets out a programme for the integration of beneficiaries of international protection onto the labour market. One of the programme's objectives is to build the capacity of regional and local administrations to support beneficiaries. The programme was launched in 2014 and is currently being implemented.
- ★ **Greece**, using ERF funding implemented a project benefitting 116 beneficiaries of international protection aimed at developing their workplace skills.
- ★ In the Dublin area of **Ireland**, the labour market programme 'Employment for People from Immigrant Communities' (EPIC) (co-financed by the ESF) aims to help non-Irish nationals access the labour market through four weeks of employment training and two weeks of orientation on living and working in Ireland, as well as mock interviews.
- ★ In **Italy** some municipalities and provinces implement specific vocational and educational training programmes that target beneficiaries. For example, the municipalities of San Pietro Vernotico and Santorso offer beneficiaries handicraft workshops and the province of Ascoli Piceno and Ragusa offer traineeships.
- ★ In **Lithuania**, until 2016, persons granted protection could access vocational training courses organised by the Refugees Reception Centre and the Lithuanian Red Cross Society with funds from the ERF. Beneficiaries wishing to participate in vocational training programmes had to have a basic level of education and the motivation to build skills in the offered profession. Funding has been discontinued in mid-2015.

5.4.2 ORGANISATION OF VOCATIONAL EDUCATION AND TRAINING

Vocational training for beneficiaries is free in some Member States (e.g. BE⁸⁰, CY, CZ, DE, EE, FI, IT⁸¹, LV, MT, SE, SI). In the **Slovak Republic**, the employment agency provides free and tailored training to *disadvantaged job-seekers* which may include beneficiaries of international protection.

⁷⁹ Article 26(2) of the previous Qualification Directive (2004/38/EC) (which affects **Ireland** and the **United Kingdom**) has the same requirement, but this is only relevant for beneficiaries of refugee status.

⁸⁰ Those offered by the Public Employment Service

⁸¹ Courses/traineeships are offered free of charge by using public funds.

The agency can also subsidise child care, travel expenditure, food allowance and, if needed, accommodation. In the **Netherlands** loans for vocational training are made available to beneficiaries of international protection through the Education Executive Agency (DUO)⁸².

5.4.3 OBSTACLES TO ACCESSING VOCATIONAL EDUCATIONAL TRAINING

Access to vocational training is usually subject to certain conditions, including:

- ★ The trainee having sufficient proficiency in the national language
- ★ The trainee having a minimum level of education (usually primary school)
- ★ Financial capacity to pay for the training (where this is not free)

Several Member States (AT, EE, FR) highlighted the fact that there was a **low take-up of vocational training** courses by beneficiaries of international protection, as most felt more pressured to find a job quickly and did not feel they could afford investing in vocational training.

5.4.4 GOOD PRACTICES IN VOCATIONAL EDUCATIONAL TRAINING

Tailored courses (such as the labour market orientation course implemented in **Spain** – see section 4.2) may encourage take-up amongst beneficiaries of international protection. Another good practice is described in the Box below.

Box 10: The "Yalla Trappan" social enterprise in Sweden

Yalla Trappan is a women's cooperative operating in Malmö, Sweden since 2010. It started as a co-funded ESF project implemented jointly by the City of Malmö and the association ABF Malmö. The project has evolved into a self-contained social enterprise. The enterprise provides work for migrant women who would otherwise have severe difficulties entering the labour market and currently employs 15 women in its three commercial branches: café and catering, a cleaning and conference service and a sewing and design studio.

5.5 PROCEDURES FOR THE RECOGNITION OF QUALIFICATIONS

A common challenge identified across all Member States, is that beneficiaries of international protection often fail to demonstrate proof of professional qualifications and experience. This is because beneficiaries usually quickly have to flee persecution or war zones and do not carry with them their qualifications. For example, a study carried in the **United Kingdom**⁸³, identified that in the majority of

cases those fleeing their homes do not have time to make copies of their qualifications in order to provide these once they have arrived in the UK. Programmes and initiatives for the recognition of qualifications are therefore an important employment-related support measure for beneficiaries, in particular, also to enable them to find jobs which match their skills and qualifications. Where proof of qualification can be provided, beneficiaries of international protection face also other obstacles in having their qualifications recognised which are common to other categories of migrants. This includes too many administrative formalities and long and costly procedures. This is especially problematic for regulated professions where equivalence of foreign qualifications to national ones is commonly required.

Article 28 (1) provides that Member States should ensure that beneficiaries of international protection receive the same treatment as nationals in the context of **recognition procedures for foreign diplomas, certificates and other evidence of formal qualifications**.

Article 28(2) subsequently requires Member States to provide beneficiaries of international protection with full access to **schemes specifically focused on the assessment, validation and accreditation of skills and competences** when **documentary evidence of qualifications cannot be provided**.

5.5.1 AVAILABILITY OF PROCEDURES FOR THE RECOGNITION OF QUALIFICATIONS

In all Member States beneficiaries can get their qualifications recognised. Different type of measures however exist. In ten Member States (BG, CY, EE, ES, FI, FR, HR, IE, LV, MT) no specific provisions or measures exist for the recognition of qualifications of beneficiaries. Rather, the general provisions on recognition of qualifications for all third-country nationals apply. In contrast, a great number of Member States (AT, BE, CZ, DE, EL, IT, LT⁸⁴, LU, NL⁸⁵, SE, SI, UK) (additionally) provide specific tailored measures to facilitate the recognition of qualifications of beneficiaries of international protection. In **France**, although there are no specific provisions, the recognition of qualifications of beneficiaries of international protection is given priority and is more flexible.

Two different type of schemes for the recognition of qualifications exist, in line with the different purposes of Art. 28 (1) and 28 (2):

⁸² The debt can be waived upon successful completion.

⁸³ The Refugee Council and Community Links (2011), available at: http://www.refugeecouncil.org.uk/assets/0001/7060/GLA_report.pdf

⁸⁴ Since 2016.

⁸⁵ NL only insofar as that the recognition of qualifications is free of charge (whereas third-country nationals have to pay a fee)

- ★ Schemes aimed at assessing whether the qualification of a person can be recognised in the Member State or, in case of absence of documentary evidence, whether the person has the required knowledge, skills and competences to be recognised as having such qualifications (Art. 28 (1));
- ★ Schemes focussed on assessing, validating and accrediting any skills, competences and other prior learning that is not the subject of a qualification but which may be useful for the person on the labour market (Art. 28 (2));

In addition, some Member States have developed specific measures to inform/assist beneficiaries with the recognition of qualifications and accreditation of prior learning.

In the majority of Member States, beneficiaries of international protection will have to pay a fee for having their qualifications recognised with the exception of BE, NL, SI and SE where this is free of charge. In the **Czech Republic** and **Slovenia**, translation of formal education certificates is eligible for funding by the Ministry of Interior.

5.5.2 ORGANISATION OF PROCEDURES TO RECOGNISE QUALIFICATIONS

As highlighted in the previous section, three types of measures to facilitate procedures for the recognition of qualifications of beneficiaries of international protection can be identified which are outlined below.

Schemes for recognition of qualifications (Art. 28 (1))

Several Member States (AT, CZ, EL, DE, LT⁸⁶, LU, SE, SK, UK) have adopted **measures to recognise foreign qualifications** including **when formal proof of the qualification cannot be provided** for reasons beyond the beneficiaries' control. Qualifications can be recognised through, *inter alia*, interviews, work samples, technical discussions, practical and theoretical examinations and expert opinions. In two Member States this is done *systematically* (LT and SE) for all beneficiaries of international protection after obtaining status. In the **Netherlands** in the context of the 'Orientation in the Dutch labour market module' beneficiaries undertaking civic integration can apply for a credentials evaluation or recognition of qualification free of charge.

In **Germany**, the project 'Prototyping to define procedures for assessing the equivalence of a qualification in the absence of the corresponding diplomas and certificates' is currently ongoing. The aim of this project is to develop common standards for assessing the qualifications of applicants when no certificates or transcripts are available.

Schemes for recognition of prior learning when documentary evidence cannot be provided (Art. 28(2))

Only a few Member States (AT, BE, IT, SE) implement schemes in relation to the **assessment, validation and accreditation of prior learning** when documentary evidence of qualifications cannot be provided.

In **Austria**, two pilot projects aim at assessment of prior learning for beneficiaries of international protection (see the blue box below).

Box 11: Pilot projects for assessment of competences in Austria

The pilot project 'WKO Jobprofil' is a job-related test with the Austrian Federal Economic Chamber. Jobprofil competency assessment, currently piloting with 150 young refugees, is administered in Arabic, English, French and German, and soon also in Farsi and an evaluation interview takes place after the assessment. The results are made available to the Public Employment Service as an aid to placement in the most suitable apprenticeship or for planning further career steps.

The pilot project 'Competency Check' was introduced in 2015 for beneficiaries of international protection who are registered with the Public Employment Service. The goal of the five-week course is to assess previously acquired qualifications and skills and initiate individualised programmes for further training. At the same time, participants learn German. Competency Checks are initially being offered to about 1,000 participants in four languages (Arabic, Farsi, French and Russian) with further 9,000 planned for 2016.⁸⁷

Other: provision of information and assistance in getting qualifications recognised

Next to schemes to recognise or assess qualifications, several Member States also reported on the **provision of assistance, consultation and information on recognition of qualifications to beneficiaries of international protection**, as currently being offered in five Member States (AT, BE, LT, SI, UK). In three Member States (AT, BE and SI), the services are directly provided to beneficiaries of international protection, while **Lithuania** reported on exchange of information and cooperation between responsible institutions.

With regard to direct provision of information, for example, in **Austria**, some state-funded measures to specifically help beneficiaries of international protection in having their qualifications recognised are implemented by various commissioned institutions, such as religious organisations and private associations. The services range from counselling to assistance during recognition procedures and at appointments with authorities.

⁸⁶ Since 2016.

⁸⁷AMS, *Wieder mehr Qualifizierungsangebote*, News, 1. Oktober 2015, verfügbar auf www.ams.at/wien/ueber-ams/medien/ams-wien-news/wiemehr-qualifizierungsangebote (Zugriff am 8. Oktober 2015).

The measures are available on a project basis and thus not accessible to all⁸⁸. Similarly in **Belgium**, several NGOs provide assistance, including information on the procedure, offering support regarding the completion of an application file and by acting as intermediate with the diploma recognition in Brussels and Flanders, while in Wallonia the regional integration centres provide this support.

With regard to institutional cooperation, in **Lithuania**, the Centre for Quality Assessment in Higher Education cooperates with the Refugees Reception Centre on the recognition of documents, preparing information kits and providing information about the submission of documents and procedures.

5.5.3 OBSTACLES TO THE RECOGNITION OF QUALIFICATIONS FOR BENEFICIARIES OF INTERNATIONAL PROTECTION

As already highlighted above, the main obstacle reported by Member States is the difficulty in furnishing a formal proof of qualification.

When documents are presented by beneficiaries, common obstacles reported include:

- ★ Fees for the recognition of qualifications, including costs of translation and legalisation of documents where required (AT, BG, LT),
- ★ Length of procedures and excessive bureaucratic requirements (BE, FR, ES);
- ★ Falsification of diplomas and certificates (mentioned by e.g. BE)

Both **Ireland** and the **Netherlands** noted problems also with regard to the recognition of credentials not being acknowledged in practice. The **Netherlands** explained that the credential evaluation is not binding and that therefore educational institutions and employers could still ultimately refuse the beneficiary.

As a result of the difficulties in getting their qualifications recognised, some Member States (BG, FI, LU, UK) in particular referred to beneficiaries often finding themselves in the situation of having to accept lower-skilled employment (as also elaborated on in section 2).

5.5.4 GOOD PRACTICES

The specific schemes for the recognition and assessment of qualifications which are **tailored** to the needs of beneficiaries can be considered good practice, as beneficiaries generally are in need of specific support. Particular schemes have been identified as good practices in Austria and Finland. In **Austria**, Competency Check pilot project and WKO Jobprofil programme are identified as a tried and tested practice with the aim to assess the migrants' own skills and qualifications and incorporate these to initiate measures for further training or for placement in apprenticeships. In **Finland**, the skills of an immigrant can be assessed with a competence and professional skills survey. If documents are missing or if it is unclear how a vocational qualification compares to Finnish qualifications, an assessment will be made whether the applicant can directly move directly to the labour market. The additional support measures in terms of provision of information and support are also good practice as these help beneficiaries throughout the procedure.

5.6 COUNSELLING SERVICES

Access to counselling and the provision of information can significantly enhance the beneficiary's chances of securing employment. In contrast to orientation courses (see Section 4.2 above), which mainly provide factual information about the country of destination and daily life (e.g. how to access banking, healthcare, transport and public services), counselling services provide individual assistance tailored to the beneficiary's specific situation and issues encountered.

Article 26 (2) of recast the Qualification Directive provides that Member States shall ensure employment-related measures, including "counselling services" under equivalent conditions as nationals.

5.6.1 AVAILABILITY AND ACCESS TO COUNSELLING

The types of counselling services significantly vary among Member States and include:

- ★ **Job search counselling and career guidance:** This type of assistance is provided in 20 Member States (AT, BE, BG, CZ, DE, EE, EL, ES, FI, HU, IE, IT, LV, LU, MT, NL, SI, SK, SE, UK). Whereas this concerns mostly access to mainstream counselling and support services (AT, CZ, DE, FI, IE, LV), targeted measures specifically for beneficiaries are, next to access to mainstream support, available in Austria, Czech Republic, Italy, Netherlands, Sweden. In the majority of Member States, this type of support includes guidance and information on career planning, career choice and job search strategies (AT, BE, CZ, DE, EE, EL, FI, IE, FR, LV, LU, MT, NL, SI, SK, ES, SE, UK) and information about national labour law (AT, CZ, FR, LV, ES, MT).

⁸⁸ In addition however the services of the Contact Points for Persons with Qualifications from Foreign Countries (ASTs), funded by the Federal Ministry of Labour, Social Affairs and Consumer Protection, and of the National Academic Recognition Information Centre (ENIC-NARIC Austria), run by Federal Ministry of Science, Research and Economy, are available to all persons in need of the services, including beneficiaries of international protection.

In some Member States, guidance can further include helping with the job-search process (CZ, SK); help with drafting CVs and cover letters and job applications (BE, CZ, EE, EL, IE, LV, SI, SK, UK); and even with assistance at job interviews with employers (CZ, SK).

- ★ **Counselling regarding entrepreneurial and self-employment possibilities** (EL): In **Greece**, as part of the services offered by a private employment services Manpower Employment Organisation, counselling on entrepreneurial activities is provided.
- ★ **Consultation on access to the social security system** (BE, CZ, EE, LU, SK): For example, in **Belgium** Wallonia this includes counselling and provision of information on social security, taxation and social insurance systems, while in **Estonia** counselling on social welfare comprises of information on housing, social benefits and communication with necessary authorities.
- ★ **Psychological and social support:** Professional counselling regarding psychological and social issues is provided in 18 Member States (AT, BE, BG, CY, CZ, DE, EE, IE⁸⁹, FI, FR, LV, MT, NL, SI, SK, ES, SE, UK). Special trauma counselling for migrants suffering from consequences of e.g. torture, war and trauma from fleeing their country of origin is offered in six Member States (BE, IE, NL, SE, SI, UK) by NGOs. For example, in **Slovenia**, counselling and information are provided by Employment Office counsellors and includes traumas, psycho-social support, relations with partners, children, personal planning.

5.6.2 OBSTACLES TO ACCESS COUNSELLING

A number of obstacles experienced in the provision of this support measure have been identified including:

- ★ an insufficient number of such services and/or resources to run them (AT, BE, FI, LV);
- ★ insufficient training of persons working with the target group (FI, LV⁹⁰, SE);
- ★ provision of assistance provided only in national language (BG, LT);
- ★ Insufficient knowledge of the availability of these services (AT, UK).

The most common obstacle reported is the lack of resources (either human or financial). For example, in **Belgium** a single public or non-governmental integration counsellor often has to provide counselling services to a high number of persons. This results sometimes in a lack of time to provide very specific personal advice or to build a relationship of trust.

⁸⁹ This service is only available in Dublin.

⁹⁰ Whereas no special training has been held for the State Employment Agency employees that come into contact with refugees and persons having alternative status for working with the clients of this target group, but special methodology is available to them.

Another commonly reported problem is the lack of sufficient preparation and training. For example, in **Sweden**, recent reporting in the media has argued that the public healthcare system lacks the required competences to cater for traumatised newly arrived immigrants and to provide appropriate psychiatric care. According to some sources in Sweden, as many as one third of newly arrived immigrants are severely traumatised.

A further obstacle identified in the **Netherlands**, relates to the way in which the provision of counselling services is organised (at local level by the municipalities). First, the organisation of such services by different municipalities has resulted in differences of counselling support services across the country. Secondly, municipalities also have difficulty estimating how much assistance a beneficiary needs. For example, the beneficiary may have already received counselling during their stay at reception centres, but it is not always clear what kind of assistance was provided to the beneficiary and what further needs were to be addressed. Consequently, follow-up counselling organised by the municipality may not always be suitably tailored to the 'integration level' of the beneficiary.

5.6.3 GOOD PRACTICES IN PROVIDING COUNSELLING

A common good practice identified in five Member States is that counselling may be provided in different foreign languages (AT, BE, BG, EE, FI). Another good practice identified is the involvement of a wide range of actors in counselling services to ensure optimal level of services provided, especially when it comes to vulnerable beneficiaries (BE, ES, FI). In **Spain**, working in a network of different institutions has allowed for increasing cost-efficiency and sharing resources.

5.7 ACCESS TO HOUSING

Housing can indirectly influence the beneficiary's ability to secure employment. Article 32 of the recast Qualification Directive stipulates that Member States shall ensure that beneficiaries of international protection have access to accommodation under equivalent conditions as other legally resident third-country nationals. In addition to the equal treatment conditions outlined in the Qualification Directive, Member States have adopted support measures which are outlined below.

5.7.1 AVAILABILITY OF HOUSING SUPPORT MEASURES

Support to accessing housing (either through the provision of accommodation or through financial assistance for housing) is provided in most Member States (AT, BE, BG, CY, CZ, DE, EE, ES, FI, FR, HR, HU, IE, IT, LV, LT, LU, MT, NL, SI, SK, SE, UK). **Greece** does not currently provide any support to beneficiaries when it comes to housing.

5.7.2 ORGANISATION OF HOUSING SUPPORT MEASURES

From those Member States who provide housing, the majority of Member States (AT, CZ, EE, FI, HR, FR, IE⁹¹, IT, LT, NL, SI, SK, SE) have special provisions in place for beneficiaries of international protection. In **France**, beneficiaries of international protection have the same right to access housing as permanent residents in France but they are also offered specialised services, including temporary accommodation centres and housing for beneficiaries of international protection.

The type of measures to assist beneficiaries with housing differ greatly across Member States as outlined below.

Pro-longed stay in reception facilities intended for Asylum Seekers

In nine Member States (AT, BE, BG, EE, HU, IE, LT, LU, NL) beneficiaries of international protection may stay longer in reception facilities for asylum applicants if they have not obtained independent housing. The period of allowed stay in reception centres ranges from two months (BE, HU); three months (LT, LU); four months (AT⁹², EE); six months (BG); up until they find independent accommodation (NL). In exceptional situations the period can be extended in **Belgium** and **Lithuania**. In **Latvia** and **Luxembourg**, beneficiaries who have not found housing can also continue to reside in the reception facilities, although a fee will have to be paid. In Luxembourg the fee is fixed in accordance with the family composition. In the **United Kingdom**, *asylum seekers* only stay in reception centres for a short period of time, after which they are usually moved to privately owned flats or houses. Once an individual's application is successful they can stay in these privately owned houses for a further 28 days.

Establishment of special transitional facilities for beneficiaries of international protection

In the **Czech Republic** there are special facilities, so-called 'integration asylum centres' available exclusively for accommodation of beneficiaries of international protection. These centres provide a variety of integration services, such as counselling or language courses. During their stay in the centre, beneficiaries are prepared for a subsequent move to a place of permanent residence.

Provision of apartments or other types of accommodation

Many Member States (e.g. AT, BE, CZ, EE, FR, HR, IE⁹³, IT, LV, LU, MT, NL, SE) provide housing to beneficiaries of international protection. The type of housing provided differs across Member States and can include: municipal housing (AT⁹⁴, EE, HR, FR, IE – for resettled refugees during orientation, LU, NL, SE); housing leased from private owners (EE, HR, IE); accommodation provided by commissioned institutions (AT); social housing (BE, FR, IT, LU, LV, MT, NL) and temporary accommodation centres (FR).

Provision of subsidies/financial assistance for beneficiaries to find housing

Financial assistance/subsidies for housing are provided in fifteen Member States (AT⁹⁵, BE, BG (until end of 2013), CY, CZ, DE, ES, FI, HU, IE, LV, NL, SI, SK, UK). Housing allowances differ greatly between Member States, reflecting also the housing market and economic situation in different Member States. For example, the monthly financial assistance ranges from the lowest of 45 to 57 EUR in the Ropaži Municipality **Latvia**⁹⁶; 90 EUR in **Bulgaria**, until the end of 2013 approx. In **Slovenia**, this amounts to 85 EUR for a single beneficiary of international protection and between approx. 150 EUR and approx. 225 EUR for a family up to 270 EUR per person monthly.

Financial assistance for furniture, utility bills and home equipment

Financial assistance for furniture in housing is provided by five Member States (BE, CZ, LT, SE, UK) and a home equipment loan by **the Netherlands** and **Sweden**. In **Lithuania**, upon settling in a municipality, a one-off allowance of EUR 204 is provided (for adults) to purchase basic furniture and other necessary household items. In the **United Kingdom**, utility bills can be covered for 2 weeks of residence.

Assistance in finding private housing

For those beneficiaries of international protection who have sufficient means to rent an apartment, assistance in finding private housing, including with finding accommodation and signing contracts with private landlords, is provided in 10 Member States (BG (until end of 2013), CZ, ES, FI, FR, IE⁹⁷, IT, LV, NL, SI, SK) typically by NGOs (BE, BG, FR, LV).

⁹¹ In the case of resettlement programme refugees.

⁹² Persons granted refugee status can stay for four months; beneficiaries of subsidiary protection can stay for as long as they are in need of assistance.

⁹³ In the case of resettlement programme refugees.

⁹⁴ Available to persons granted refugee status and only in some cases to beneficiaries of subsidiary protection.

⁹⁵ Available to persons granted refugee status and only in some cases to beneficiaries of subsidiary protection.

⁹⁶ In Ropaži Municipality the housing benefit for one person is determined in the amount of EUR 45 and during the heating season families may receive monthly benefit of EUR 57.

⁹⁷ In the case of resettlement programme refugees.

5.7.3 OBSTACLES IN ACCESS TO HOUSING

The most commonly encountered obstacle experienced in the provision of this support measure is the shortages of public housing available (AT, BE, FI, IE, LV, LU, ES, SE, SK). For example, in **Sweden**, as of beginning of 2016, there are some 11,000 persons remaining in the reception system for an extended period after having received residence permits due to the shortage of housing experienced in many municipalities. The housing shortage also leads to increased competition on the housing market between newly arrived immigrants (beneficiaries of international/humanitarian protection) and other categories of immigrants and residents alike.

Other obstacles reported include:

- ★ Municipal housing only accessible to nationals (BG, SI);
- ★ Unwillingness of private landlords to rent apartments to refugees (BE, BG, EL, FR, LT);
- ★ Discrimination and xenophobic attitude (AT, HU, SK);
- ★ Insufficient financial housing assistance vis-à-vis the costs of rental accommodations (HU, LT);
- ★ Administrative barriers (AT);
- ★ Unfamiliarity with the housing system (IE, UK);
- ★ Limited mobility of many refugees and beneficiaries of subsidiary protection – such as the absence of a car and/or driving license (BE);
- ★ Beneficiaries of international protection reside in overpopulated urban areas which suffer from housing deficiency (FR);
- ★ Housing allowance not available for those who receive other types of support (DE);
- ★ Lack of language skills to navigate the housing market (IE).

5.7.4 GOOD PRACTICES

Several good practices were identified by Member States, including:

- ★ Pro-longed stay at reception facilities to allow for a **gradual adjustment/a transitional period** between organised accommodation and independent accommodation (e.g. BE, FI, LU);
- ★ Establishment of special transitional facilities for beneficiaries of international protection such as **'start-up' flats** for beneficiaries who were recently granted protection (AT) or special **integration asylum centres** for beneficiaries (CZ);

- ★ Provision of **assistance/housing counselling** to help beneficiaries' secure housing; for example, housing counselling to refugees in **Finland** has made it possible to prevent many eviction processes and to exert an influence on different debt restructuring and payment arrangement plans which have enabled the tenant to pay his or her rent and to avoid eviction.
- ★ **Priority** being **given to beneficiaries** in allocation of social housing; e.g. in **Belgium** vulnerable beneficiaries can qualify for an "absolute priority rule" for their eligibility for social housing.
- ★ Taking into account **employment opportunities** in a **housing dispersal policy**; in the **Netherlands** authorities are experimenting with pilots projects to better match beneficiaries to municipalities based on their personal employment potential.

Moreover, in the **Netherlands**, a particular good practice is the establishment of the Platform "Opnieuw Thuis". This platform aims to identify and address problems in the refugee housing market. An important contribution is that they make municipalities conscious of the problems associated with refugee housing. In addition, a support team for Asylum Seekers and Residence Permit Holders (OTAV) has also been set up which aims to support and inform municipalities on their asylum policy.

5.8 GUARANTEED MINIMUM INCOME

Guaranteed minimum income ensures a minimum level of subsistence for those whose economic resources are insufficient to meet their basic needs. Art. 29 of the recast Qualification Directive lays an obligation on the Member States to ensure that beneficiaries of international protection receive 'the necessary social assistance as provided to nationals of that Member State. Under Art. 29(2) Member States can however derogate from this general rule and limit the social assistance granted to beneficiaries of subsidiary protection to core benefits.

5.8.1 AVAILABILITY OF GUARANTEED MINIMUM RESOURCES

A guaranteed minimum income is available in most Member States (AT, BE, BG-until the end of 2013, CY, CZ, DE, EE, EL- in 2014, ES, FI, FR, HU, HR, IE, LV, LT, LU, NL, SI, SK, SE, UK). In **Italy**, however, there are no universal income-support or poverty-alleviation benefits. Nevertheless, some local governments do provide some subsidies, either as a one-off, or on a regular basis.

Whereas in the vast majority of Member States (AT, BE, CY, CZ, DE, EE, ES, FI, FR, HU, HR, IE, LV, LT, LU, NL, SI, SE, SK, UK) this minimum income is provided on a par with nationals, some Member States have (or had) specific assistance in place for beneficiaries (BG – until the end of 2013, EL in 2014, and LT until November 2015). In **Bulgaria**, under the National programme for integration of refugees in the period 2011-2013, a lump-sum social assistance paid after four months of participation in the programme was provided along with other types of financial assistance, such as for transport, health insurance, kindergarten fees, etc. However, after the end of 2013, these resources were no longer provided. In **Greece**, a guaranteed minimum income was provided under a pilot programme in 2014 in 13 municipalities. In **Lithuania**, persons who have received international protection status are paid allowances for a total period of 12 months – i.e. during the first period of six months they receive an increased rate of allowances while starting from the 6th month the allowance is reduced in half.

In **Croatia** a one-off allowance is granted in cases of temporary material deprivation when the person faces financial difficulties and is not able to finance the cost related to e.g. birth of a child, death or illness of a family member, natural disaster, acquisition of clothes or shoes (in case when there is no possibility of obtaining the help from a charity organisation). The one-off allowance can be granted in cash or in kind in accordance to the Social Welfare Act. In **Luxembourg**, the guaranteed minimum income consists either of an ‘*integration allowance*’ which is linked to an employment measure and paid to applicants who fulfil certain conditions and are capable of performing a professional activity, or a ‘*supplementary allowance*’ which compensates for the difference between the guaranteed minimum income level and the household income.

Finally, although allowed by the recast Qualification Directive (see Art. 29 92)), most Member States make no difference between holders of refugee and subsidiary protection status as regards the provision of social assistance. Exceptions include **Belgium**, **Latvia** and **Malta** who grant different entitlements to the two categories. For example, in **Malta** refugees are eligible for social assistance on similar conditions as nationals, whereas beneficiaries of subsidiary protection are ‘core social assistance benefits’. **Belgium** and **Latvia** distinguish between both categories when it comes to disability benefits (BE) and childcare benefits (LV); whereas refugees have access to these, beneficiaries of subsidiary protection do not.

5.8.2 CONDITIONS TO ACCESS GUARANTEED MINIMUM INCOME

Conditions to access guaranteed minimum income include:

- ★ **Evidence that the individual does not have a sufficient income** (AT, BE, CY, CZ, DE, EE, LV, LU, SE, UK): For example, in **Latvia** this is determined by proof that the average monthly income in the last 3 months has not exceeded EUR 128.06 and they do not own monetary accumulations, securities or property.
- ★ **Proof of identity and residence status** (AT, BE, LV, SE, UK): In **Belgium**, access to guaranteed minimum resources can only start when the person is registered in a specific municipality.
- ★ **Proof that the person is registered as a job seeker/unemployed** (BE, CZ, LV): For example, in **Belgium**, access to guaranteed minimum resources can be denied if the person is not willing to work or follow educational or vocational training.
- ★ **Type of protection** (AT): In **Austria**, persons with humanitarian protection are not eligible to receive guaranteed minimum income.

5.8.3 OBSTACLES IN ACCESSING GUARANTEED MINIMUM RESOURCES

Commonly reported obstacles experienced in the provision of this support measure include:

- ★ Bureaucratic burden and waiting times (AT, BE, FR, SK);
- ★ Low level of social benefits (EE – 90 EUR per month in 2015, which increased up to 130 EUR per month in 2016) and
- ★ Insufficient training of staff in institutions providing social security with regard to working with beneficiaries of international protection and/or language barriers (HR, SK).

As highlighted above, the most common obstacle for accessing guaranteed minimum resources are **administrative requirements**. For example, in **Austria**, proof of residence is required for accessing guaranteed minimum income, but at the same time most landlords also require proof of income. This also means that benefits, such as rental deposits and fees for registering the rental agreement, cannot be claimed. In the **Slovak Republic**, beneficiaries have to present a rental contract for getting access to the housing allowance. However, given that landlords usually provide only a sub-tenant contract this does not entitle them to obtain such allowance.

5.8.4 GOOD PRACTICES IN ACCESSING GUARANTEED MINIMUM RESOURCES

A good practice has been identified in **Finland**, where to facilitate access to guaranteed minimum income and ensure user-friendliness for beneficiaries of international protection, the Social Insurance Institution of Finland (Kela) provides intensive accompanying measures, such as multilingual services, translated forms into different languages and arranges interpretation services in the customer’s language, in order to ensure smooth operations for TCNs.

For example, since March 2015, Kela has provided video-based services in different languages, such as Kurdish.

6 Conclusions

This EMN Focussed Study presents a comparative analysis of Member States' policies and practices to facilitate the labour market integration of beneficiaries of international/humanitarian protection. The Study examined labour market access rights and practices, as well as the availability of employment-related support measures. It also sought to identify good practices and obstacles in Member States' to realise labour market access and participation, as well as any differences in the treatment of the different statuses (refugee, beneficiary of subsidiary protection, humanitarian protection).

As required by the recast Qualification Directive, all Member States grant beneficiaries of international protection the **legal right to employment**. In most Member States this right is subject to rules generally applicable to the profession and to the public service. Although the recast Qualification Directive requires Member States to "immediately" authorise beneficiaries' access to the labour market, **in practice**, certain **administrative conditions** often first have to be met. For example, most Member States require beneficiaries to be in possession of a residence permit, whereas some also require a separate work permit. Whilst the length of the procedure to obtain such documents differs per Member State, such requirements may **delay the process** and should **ideally be kept to a minimum**.

Next to administrative conditions, beneficiaries also face **practical obstacles** to access the labour market owing to their specific circumstances and experiences of persecution and harm resulting from the loss of protection from their own state and their flight to Europe. These include, in particular, psychological and physical distress, lack of documentation proving qualifications, lack of a social network, lack of language proficiency, etc. As a result, beneficiaries are in a more disadvantaged position to access the labour market vis-à-vis immigrants (and of course nationals). Such practical obstacles underline the importance of **employment-related support measures** which should ideally be **tailored** to the **specific situation of beneficiaries**.

Employment-related support measures are provided by all Member States. In all Member States, they form part of the broader framework of **labour market integration policies** for **migrants**, which reflects the focus traditionally placed on the integration of *migrants* in general rather than specifically on *beneficiaries of international protection*.

Indeed, the majority of Member States follow **a mainstreaming approach** for the provision of employment related support measures and grant beneficiaries access to services, including PES support services, **in a similar manner as available to third-country nationals and/or nationals** of the Member State. In view of the particular obstacles experienced by beneficiaries, such a mainstreaming approach may, however, not be sufficient to adequately address their specific needs. In this regard, it must also be noted that the recast Qualification Directive includes an additional inherent limitation by requiring Member States to provide employment-related support measures "under equivalent conditions to nationals", whereas the needs of beneficiaries are often very different than those of nationals.

However, several Member States have, on the other hand, also **increasingly developed tailored measures** that target beneficiaries - a trend which has become more apparent in response to the current migrant crisis. Some Member States apply a hybrid approach with a **combination of generic measures for migrants and specific measures** for beneficiaries, while others have developed **specific measures exclusively for beneficiaries** (e.g. the individualised introduction plan in the Czech Republic and Sweden which sets out the individuals' best path to integrate into the labour market). The development of **tailored measures, including as regards PES support services, constitutes good practice** and should be further encouraged and more widely applied in the coming years.

The **type of employment-related support measures** differs from one Member State to the other. Core measures provided by most Member States include language courses, orientation services, access to employment services (including employment counselling), assistance in obtaining recognition of professional qualifications as well as housing assistance. Additional support measures which feature in some include, *inter alia*, access to apprenticeships/internships, outreach to potential employers, training on social and professional skills etc.

The review of a selection of employment-related support measures shows that the large majority of employment-related support measures are **not specific to beneficiaries**, but general to all third-country nationals and/or nationals. This is especially the case with language courses⁹⁸, access to education⁹⁹ and guaranteed minimum income¹⁰⁰.

⁹⁸ tailored measures identified in three Member States

⁹⁹ tailored measures in four Member States

¹⁰⁰ no tailored measures

In contrast, the provision of tailored measures was more frequently identified for orientation services¹⁰¹, recognition of qualifications¹⁰², counselling¹⁰³ as well as access to housing¹⁰⁴. Many of these tailored measures are, however, offered on a project-basis which means that they are not available on a continuous basis to *all* beneficiaries.

Several **good practices** for the provision of employment-related support measures could be identified, including:

- ★ **Linking language learning to the job market** to increase the likelihood that learning supports employment;
- ★ Providing **orientation services** with the aim to directly **support workplace integration** in order to help the beneficiary to prepare for the workplace;
- ★ Provision of **tailored measures to facilitate beneficiaries' access to education**, e.g. by financial assistance or exemption from course fees, guidance during studies etc.;
- ★ Provision of "**complementary education and training**" specifically for beneficiaries or third-country nationals (e.g. on the job-training) as a means of acquiring additional learning and getting qualifications recognised;
- ★ Provision of **tailored vocational training** which help to increase participation rates of beneficiaries of international protection;
- ★ Provision of (employment) **counselling** by a **wide range of actors** and in **different foreign languages** to ensure an optimal level of services;
- ★ Provision of **tailored schemes** for the **recognition of qualifications and accreditation of prior learning**, including tailored information and assistance to beneficiaries to identify and access suitable schemes.

However, at the same time, beneficiaries are confronted with **many obstacles to access** employment-related **support measures**. Most importantly, some employment-related support measures are not widely available to *all* beneficiaries, for example because they are offered on a project-basis, are only offered in certain geographical areas, or are simply restricted to a certain number of beneficiaries. Other frequently cited obstacles to access employment-related support measures include:

- ★ **Financial costs** (direct and indirect) to participate in e.g. language courses, education, vocational educational training, recognition of qualifications etc.;
- ★ Insufficient level of **language proficiency**, which was identified as an obstacle to access orientation services, education, vocational educational training;
- ★ Low **educational levels** which are an obstacle to access e.g. language courses and vocational educational training;
- ★ Lack of **documents to prove qualifications** which is in particular an obstacle to access further education;
- ★ **Administrative burden** and **lengthy procedures** e.g. to get qualifications recognised or to get access to guaranteed minimum resources.

Such obstacles leave many beneficiaries unable to access the support measures in practice which in turn affects their **timely and successful access to the labour market**. The above underlines the importance of the provision of a **harmonised and balanced package** of support measures, through which all possible dimensions of labour market access and participation are simultaneously addressed. Moreover, obstacles were also identified in relation to the **implementation** of support measures. Whilst the content of support measures varies between Member States in terms of depth, duration, resources allocated, etc., the **delivery** of support measures are **at times imperfect** due to a **lack of resources** and **capacity** to implement them. There is therefore **scope to improve** both **access to** employment-related support measures as well as their **delivery**.

Results of the EU Labour Force Survey indicate that the employment rate of beneficiaries of international protection is low in the first four or less years of residency. However, over time, the employment rate increases and after 20+ years it becomes almost the same for all categories of migrants. Nevertheless, Member States indicate that those who do secure employment usually work **below their qualification level** and hold **low-skilled/low-paid jobs** of **temporary nature**. As such, more effort should not only be undertaken to help beneficiaries secure employment, but also to help them find jobs that match their qualifications and training to **avoid brain-waste**. Apart from the EU Labour Force Survey 2014, statistics on beneficiaries' employment rate is scarce. This indicates the need for additional, harmonised data collection and analysis in this area.

¹⁰¹ tailored measures in seven Member States

¹⁰² tailored measures in 11 Member States

¹⁰³ tailored measures in 15 Member States

¹⁰⁴ tailored measures identified in 13 Member States

Finally, the Study identified certain **differences in the treatment between the various categories of beneficiaries** researched in this Study (refugees, beneficiaries of subsidiary protection and humanitarian protection). The main differences between refugees and beneficiaries of subsidiary protection relates to the length of residence permits with many Member States (12 in total) granting residence permits of shorter duration to beneficiaries of subsidiary protection as opposed to refugees (as also allowed by the recast Qualification Directive). This may hamper the labour market integration process of these beneficiaries, given that residence permits of a short duration undermine the facilitation of long-term integration and also present

practical obstacles when accessing employment-related support measures (e.g. a beneficiary cannot subscribe to training programme of three years if the residence permit is only valid for one year). There may therefore be further scope to reduce such differences, especially because six Member States do not currently make a difference related to the length of residence permits between the statuses. Furthermore, in few Member States beneficiaries of humanitarian protection are subject to more administrative conditions vis-à-vis refugees or beneficiaries of subsidiary protection. This notably relates to the requirement of a work permit including a labour market test to access the labour market.

Annex 1 Statistical overview of the population of beneficiaries and their labour market participation

Table A1.1 Age distribution of persons with a positive first instance decision in EU 28, 2010-2015

EU 28 - Age distribution (positive decisions)	2010		2011		2012		2013		2014		2015	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than 14 years	12, 875	23	13, 270	22	20, 390	22	25, 920	24	33, 010	21	41, 135	16
From 14 to 17 years	6, 525	12	6, 190	10	7, 355	8	8, 370	8	12, 390	8	19, 435	8
From 18 to 34 years	24, 655	44	27, 725	47	46, 415	51	49, 965	46	79, 615	50	138, 940	55
From 35 to 64 years	10, 540	19	11, 235	19	15, 470	17	21, 220	20	33, 000	21	49, 910	20
65 years or over	825	1	910	2	1, 120	1	1, 810	2	1, 905	1	2, 475	1
Unknown	155	0	210	0	260	0	325	0	295	0	335	0
Total	55, 575	100	59, 535	100	91, 010	100	107, 610	100	160, 210	100	252, 230	100

Annex 2 Labour market access rights in law and in practice

Table A2.1 Duration of residence permit and years of authorised stay needed to apply for a permanent residence and citizenship by granted status

MS	Minimum duration of residence permit			Maximum duration of residence permit			Application for permanent residence			Application for citizenship		
	Refugee	Subsidiary	Humanitarian	Refugee	Subsidiary	Humanitarian	Refugee	Subsidiary	Humanitarian	Refugee	Subsidiary	Humanitarian
AT	Unlimited	1	1	n/a	1+2 ¹⁰⁵	1 ¹⁰⁶	5	5	n/a	6	10 ¹⁰⁷	10 ¹⁰⁸
BE	Unlimited ¹⁰⁹	1	n/a	Unlimited	Unlimited	n/a	Immediate	5	n/a	5	5	n/a
BG	3	n/a	3	5	n/a	3	n/a	n/a	n/a	3	n/a	5
CY	3	1	n/a	3	1+2	n/a	5	5	n/a	5	5	n/a
CZ	Unlimited	1	Unlimited	Unlimited	1+2	Unlimited	5	5	5	5	10	5
DE	3	1+2	1	3	1+2	3	3	5	5	6 to 8	6 to 8	6 to 8
EE	3	1	n/a	Unlimited	Unlimited	n/a	5	5	n/a	8	8	n/a
EL	3	3	2	Unlimited 2 to 3	Unlimited	Unlimited	5	5	n/a	3	7	n/a
ES	Unlimited	Unlimited	1	Unlimited	Unlimited	1+1	Immediate	Immediate	5	5	10	10
FI	4	4	1	Unlimited <4	Unlimited <4	Unlimited <4	4	4	4	4 to 6	4 to 6	4 to 6

¹⁰⁵ Unlimited number of renewals possible,

¹⁰⁶ One of the three different residence titles for beneficiaries of humanitarian protection can be renewed.

¹⁰⁷ Out of the 10 years, beneficiaries must be legally settled for at least five years (i.e. they cannot apply directly for citizenship but must first acquire a residence title pursuant to the Settlement and Residence Act).

¹⁰⁸ Ibid.

¹⁰⁹ If the asylum applicant is granted **refugee status**, a residence permit of unlimited duration (electronic card B) is currently issued. However due to high influx of asylum applicants since the summer of 2015, the government decided in December 2015 to limit the duration of a residence permit attached to a refugee status to five years; and renewable with a permit of unlimited duration. The new law is expected to come into force in the course of 2016.

MS	Minimum duration of residence permit			Maximum duration of residence permit			Application for permanent residence			Application for citizenship		
FR	10	1	n/a	Unlimited	Unlimited	n/a	10 ¹¹⁰	15 ¹¹¹	n/a	No conditions of duration	5	n/a
HU	Unlimited	5	1 or 3 ¹¹²	N/A	Unlimited	Unlimited	3 or 5 ¹¹³	3 or 5 ¹¹⁴	3	3	8	8
IE	Not defined <1	3	At discretion	Not defined <1	Not defined	At discretion	n/a	n/a	n/a	3 ¹¹⁵	5	5
IT	5	5	2	Unlimited	Unlimited	2	5	5	n/a	5	10	10
LT	5	2	n/a	n/a	n/a	n/a	Immediate	5	n/a	7 to 10	7 to 10	n/a
LU	3	3	Not defined	5	5	Not defined	5	5	n/a	7	7	n/a
LV	5	1	n/a	5	1+1	n/a	Immediate	5	n/a	5	10	n/a
MT		1			3			Refer to comment ¹¹⁶		Refer to comment ¹¹⁷		
NL	5	5	5	Unlimited	Unlimited	Unlimited	5	5	5	5	5	5
SE	1 ¹¹⁸	1 ¹¹⁹	1 ¹²⁰	Unlimited or	Unlimited or	Unlimited	Unlimited	Unlimited	Unlimited as a	4	5	5

¹¹⁰ Upon expiration of the ten-year residence permit, the refugee may apply for the renewal of this residence permit or for a permanent residence permit, of unlimited duration.

¹¹¹ Beneficiaries of subsidiary protection may request a EU long term residence permit if they can justify uninterrupted residence of at least five years in France. When this permit expires, they may apply for a permanent residence permit.

¹¹² 3 years for stateless persons and 1 year for status of exile

¹¹³ 5 years for EC long-term residence permit and 3 years for national settlement permit

¹¹⁴ Ibid.

¹¹⁵ Minister has discretion to reduce to 3. In practice 3 years required.

¹¹⁶ Refugees and persons enjoying subsidiary protection may obtain permanent residence if they are granted long-term resident status in accordance with the relative national legislation which is transposing the provisions of the Directive 2003/109 and the relative amending directive. Persons granted temporary humanitarian protection under national rules do not acquire permanent residence status.

¹¹⁷ Persons who have resided in Malta for 5 years may submit an application for citizenship under article 10(1) of the Maltese Citizenship Act

¹¹⁸ Due to the high influx of asylum seekers, the Swedish government has adopted on 23 October 2015 an agreement on immigration with a view to secure the capacity of the reception system and strengthen the introduction of new arrivals. This includes a planned introduction of temporary residence permits for refugees without families and those in need of subsidiary protection. Under the new rules, refugees will be granted a residence permit for three years when their case is first examined, and persons eligible for subsidiary protection for one year. These permits will be renewable. In the case of extension, the general rule will also be that a temporary permit will be granted. Exceptions will apply for children and their families who registered their applications before the agreement was presented and who are still in Sweden. These planned changes in the

MS	Minimum duration of residence permit			Maximum duration of residence permit			Application for permanent residence			Application for citizenship		
				at least 3 years	at least 3 years		permit as a rule	permit as a rule	rule			
SI	Unlimited	1	n/a	Unlimited	3+2	n/a	n/a	n/a	n/a	5	5	n/a
SK	Unlimited/3 ¹²¹	1	Unlimited	Unlimited/3 ¹²²	1+2	n/a	Immediate	5	n/a	4	8	4
UK	5	n/a	5	5	n/a	5	5	n/a	5	6	n/a	6

The table does not include information for PL, PT, RO and NO as no National Reports have been submitted by these countries.

Aliens Act were announced to be temporary and limited to a three year period. Resettled refugees, unaccompanied minors and families are to be exempted from the new rules. Changes are expected to enter into force 20 July 2016. See for further information the Swedish National Report.

¹¹⁹ Normally unlimited, though currently 1 year (see footnote above)

¹²⁰ Normally unlimited, but currently 1 year (see footnote above)

¹²¹ 3 years in case of asylum granted for the purpose of family reunification

¹²² Ibid.

Table A2.2 Conditions and restrictions to access the labour market by granted status (TCN, refugee, subsidiary & humanitarian protection)

MS	Possession of a residence permit				Possession of a work permit				Restrictions in time are applied				Restriction to a specific employer are applied				Restrictions to a specific employment sector are applied				Preference given to nationals or EU citizens			
	T	R	S	H	T	R	S	H	T	R	S	H	T	R	S	H	T	R	S	H	T	R	S	H
AT	✓	✓	✓	✓	n/a			√ ¹²³	n/a		✓	✓	n/a				n/a				n/a			√ ¹²⁴
BE	✓	✓	✓	n/a	✓		✓	n/a	✓		✓	n/a			n/a					n/a				n/a
BG	✓	✓	n/a	✓	✓		n/a		✓		n/a		✓		n/a		✓		n/a		✓		n/a	
CY	✓	✓	✓	n/a	✓			n/a	✓			n/a	✓			n/a	✓			n/a	✓			n/a
CZ	✓	✓	✓	✓					✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓			
DE	✓	✓	✓	✓	✓								✓				✓				✓			
EE	✓	✓	✓	n/a				n/a				n/a				n/a	✓	✓	✓	n/a				
EL	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓								✓				✓
ES	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓				✓	✓	✓	✓	✓	✓	✓	✓
FI	✓	✓	✓	✓					✓				✓				✓				✓			
FR	✓	✓	✓	n/a	✓			n/a	✓	n/a	n/a	n/a	n/a	n/a	n/a	n/a	✓	✓	✓	n/a	✓			n/a
HR	✓				✓				✓	n/a	n/a	n/a	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
HU	✓			✓	✓			✓	✓		✓	✓	✓			✓	✓			✓	✓			✓
IE	✓	✓	✓	✓	√ ₁₂₅			√ ¹²⁶	✓			n/a				n/a				n/a	✓			n/a
IT	✓	✓	✓	✓	✓			✓																
LT	✓	✓	✓	n/a	✓			n/a	✓			n/a	✓			n/a				n/a	✓			n/a
LU	✓	✓	✓									✓				✓	✓	✓	✓	✓				✓
LV	✓	✓	✓	n/a				n/a	✓	✓	✓	n/a	✓			n/a				n/a	✓	✓	✓	n/a
MT	✓	✓	✓	n/a		✓	n/a	n/a																
NL	✓	✓	✓	✓	✓																			
SE	✓	✓	✓	✓	✓	✓	✓	✓																

¹²³ Beneficiaries of humanitarian protection holding two out of the three different residence titles need a work permit.

¹²⁴ Beneficiaries of humanitarian protection holding one out of the three different residence titles need to pass a labour market test during which preference is given to nationals or EU citizens.

¹²⁵ In some cases.

¹²⁶ Typically persons granted leave to remain on humanitarian grounds are able to work without the requirement of a work permit. This is at the discretion of the Minister for Justice and Equality.

MS	Possession of a residence permit				Possession of a work permit				Restrictions in time are applied				Restriction to a specific employer are applied				Restrictions to a specific employment sector are applied				Preference given to nationals or EU citizens			
	T	R	S	H	T	R	S	H	T	R	S	H	T	R	S	H	T	R	S	H	T	R	S	H
SI	✓	✓	✓	n/a	✓			n/a	✓			n/a	✓			n/a	✓			n/a	✓	✓	✓	n/a
SK	✓	✓	✓	✓	✓				✓	n/a	n/a	n/a									✓			
UK	✓	✓	n/a	✓							n/a				n/a				n/a				n/a	

The table does not include information for PL, PT, RO and NO as no National Reports have been submitted by these countries.

Notes

DE: As an exception, third country nationals' access to work in the civil service area is limited.

EE: Third-country nationals, refugees and beneficiaries of subsidiary protection cannot access public servant jobs.

ES: Some professions require EU/EEA nationality, also public positions are given with priority to EU/EEA nationals.

FI: Third country nationals may face further restrictions on a case-by-case basis.

FR: Restrictions for third country nationals are dependent on the conditions of the work permit.

LU: Refugees and beneficiaries of subsidiary and humanitarian protection cannot access public servant jobs

Annex 3 Organisation and content of labour market integration policy for beneficiaries of international protection

Table A3.1 Authorities with executive and financial responsibility in integration measures for beneficiaries of international protection (I)¹²⁷

MS	Education		Language courses		Orientation courses	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
AT	Provinces, Federal Ministry of Education and Women's Affairs	Provinces, Federal Ministry of Education and Women's Affairs	Public Employment Service, Austrian Integration Fund	Public Employment Service, provinces, Austrian Integration Fund, Federal Ministry for Europe, Integration and Foreign Affairs, Federal Ministry of the Interior	Federal Ministry for Europe, Integration and Foreign Affairs	Federal Ministry for Europe, Integration and Foreign Affairs
BE	Regional	Regional	Regional	Regional	Regional	Regional
BG	Ministry of Education and Science	Municipalities	CARITAS, facilitated by SAR	UNHCR	State Agency for Refugees (SAR); NGOs	SAR; project funded
CY	Ministry of Education and Culture	Ministry of Education and Culture	European Funds Unit, Ministry of Interior (Responsible Authority)	European Funds Unit, Ministry of Interior (Responsible Authority)	European Funds Unit, Ministry of Interior (Responsible Authority)	European Funds Unit, Ministry of Interior (Responsible Authority)
CZ			Ministry of Education, Youth and Sports	Ministry of the Interior	Ministry of Education, Youth and Sports	Ministry of the Interior
DE	Depends on type of education	Depends on type of education	Bundesamt für Migration und Flüchtlinge	Bundesamt für Migration und Flüchtling	Bundesamt für Migration und Flüchtlin	Bundesamt für Migration und Flüchtlinge

¹²⁷ Comments were provided by the following Member States:

Education:

LT: Lithuanian legislation does not provide for educational programmes as a support measure for integration in respect of the persons who have been granted asylum.

SE: Support measures that form part of the 2010 "Introduction Act" are funded at state level. Introduction plans for newly arrived migrants can contain education.

Language courses:

FI: In Finland, immigrant language teaching is organised as part of more comprehensive integration training

LV: Additional free Latvian language courses are offered by non-governmental organisations with the support of the European Refugee Fund and the European Fund for the Integration of Third-Country Nationals. The Office of Citizenship and Migration Affairs is responsible for granting the benefit for learning the official language.

SE: Support measures that form part of the 2010 "Introduction Act" are funded at state level. Municipalities receive grants from the government for providing language courses. Introduction plans for newly arrived migrants contain Swedish language tuition. Swedish language tuition (Sfi) is accessible also for newly arrived immigrants who are not among those covered by the "Introduction Act".

SK: Through integration projects implemented by NGOs, with the MO MoI SK being their factual sponsor.

Orientation courses:

FI: Employment and economic development administration does not produce separate orientation courses; instead, immigrants are provided with information about Finnish society as part of integration training (see the previous section, "Language courses").

LV: Courses are implemented by non-governmental organisations that have won the project tenders for co-funding from the European Refugee Fund and the European Fund for the Integration of Third-Country Nationals

SE: Support measures that form part of the 2010 "Introduction Act" are funded at state level. Municipalities receive grants from the government for providing orientation courses. Introduction plans for newly arrived migrants can contain orientation courses (civic courses)

SK: Through integration projects implemented by NGOs, with the MO MoI SK being their factual sponsor (in case of language courses and orientation courses).

MS	Education		Language courses		Orientation courses	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
EE	Educational institutions	Ministry of Education and Research	1) Estonian Unemployment Insurance Fund 2) Language schools 3) The Vao Accommodation Centre and local authorities	1) Ministry of Social Affairs	1) IOM Estonia (until the first half of 2015) 2) IOM Estonia (since the second half of 2015) 3) SA Archimedes, SA ETAg, Expat Relocation Estonia (since the second half of 2015)	1) Ministry of the Interior (through the European Refugee Fund) 2) Ministry of the Interior (through the Asylum, Migration and Integration Fund) 3) Ministry of the Interior (through the European Social Fund)
EL	Municipalities; Greek Council for Refugees; PRAKSIS; ARSIS	European Funds; Hellenic State; other institutions; NGOs, NGOs	METAdrasi, Greek Council for Refugees, PRAKSIS, ARSIS, Steki Metanaston	European Funds, Hellenic State, Other Institutions, NGOs, Civil Society Institutions	Municipalities, Greek Council for Refugees, PRAKSIS, ARSIS, Vocational Training Centres	European Funds, Hellenic State, Other Institutions, NGOs, Civil Society Institutions
ES	Entities managing specific integration programmes funded by the Ministry of Labour; adult education centres; universities	Ministry of Labour Education Departments of the Autonomous Communities Ministry of Education	Entities managing specific integration programmes funded by the Ministry of Labour.	Ministry of Labour	Entities managing specific integration programmes funded by the Ministry of Labour.	Ministry of Labour
FI	<p>1) Preparatory education – VALMA and TELMA: Training-related joint municipal authorities and companies that have received authorisation to provide training from Ministry of Education and Culture (MEC)</p> <p>2) The working life period of integration training: The Employment and Economic Development Offices and the training providers selected through competitive tendering by the Centres for Economic Development, Transport and the Environment</p> <p>3) Public employment and business services, such as work try-out and work coaching: The Employment and Economic Development Offices and the training providers selected through competitive tendering by the Centres for Economic Development, Transport and the Environment</p> <p>4) Vocational labour policy-related training</p>	<p>1) Ministry of Education and Culture (MEC)/State</p> <p>2) Ministry of Employment and the Economy (MEE)/State</p> <p>3) MEE/State</p> <p>4) MEE/State</p> <p>5) MEE/State and companies</p>	<p>1) Labour policy-related integration training The Employment and Economic Development Offices and the training providers in the region selected through competitive tendering by the Centres for Economic Development, Transport and the Environment</p> <p>2) Self-motivated studies Municipalities/joint municipal authorities and educational institutions maintained by them or private educational institutions</p>	<p>1) MEE/State</p> <p>2) MEC/State</p>	<p>Pre-departure cultural orientation for quota refugees: The Finnish Immigration Service has the overall responsibility for the project</p>	<p>The Finnish Immigration Service with project funding (ERF)</p>

MS	Education		Language courses		Orientation courses	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
	The Employment and Economic Development Offices and the training providers selected through competitive tendering by the Centres for Economic Development, Transport and the Environment 5) Recruitment training tailored to the employer's personnel needs The Employment and Economic Development Offices and the training providers selected through competitive tendering by the Centres for Economic Development, Transport and the Environment					
FR	N/A	N/A	OFII (under the authority of the ministry of the Interior)	OFII (under the authority of the ministry of the Interior)	OFII (under the authority of the ministry of the Interior)	OFII (under the authority of the ministry of the Interior)
HU	FCC	N/A	FCC	N/A	FCC	OIN/FCCs
IE	Department of Education and Skills	Department of Education and Skills	Department of Education and Skills	Department of Education and Skills	The Office for the Promotion of Migrant Integration (OPMI) ¹²⁸	The Office for the Promotion of Migrant Integration (OPMI) ¹²⁹
IT	Ministry of Education	Ministry of Education	Ministry of Education	Ministry of Interior	Ministry of Labour	Ministry of Labour
LT	Ministry of Education and Labour	Person who has been granted asylum	Refugees Reception Centre /authority implementing integration	Refugees Reception Centre	Refugees Reception Centre /authority implementing integration	Refugees Reception Centre
LU	Ministry of National Education, Childhood, Youth	Ministry of National Education, Childhood, Youth	National Institute of Languages, Municipalities, and approved associations in regards to adults. Ministry of National Education, Childhood and Youth (through the SECAM) in regards with children. OLAI in the frame of the CAI (Contrat d'accueil et d'intégration).	Ministry of National Education, Childhood and Youth.	OLAI.	OLAI.

¹²⁸ For resettled programme refugees only.

¹²⁹ For resettled programme refugees only.

MS	Education		Language courses		Orientation courses	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
LV	Ministry of Education and Science	Ministry of Education and Science	-Ministry of Culture - Latvian Language Agency - State Employment Agency - Local governments - Ministry of Education and Science	- Ministry of Culture - Ministry of Welfare - Local governments - Office of Citizenship and Migration Affairs	NGOs	Ministry of Culture
MT	Ministry of Education & Employment	Ministry of Education & Employment	Ministry of Education & Employment		n/a	
NL	DUO (service for execution education = agency under ministry of education) and foundation UAF (foundation for refugee students, independent organisation)	Ministry of education and ministry of social affairs and employment	DUO, and private educational establishments	ministry of social affairs and employment	DUO and private educational establishments	Ministry of social affairs and employment
SE	The Public Employment Service (Arbetsförmedlingen) and the municipalities (kommuner) are responsible for primary and secondary (vocational) education of adults	PES/government, municipalities	Municipalities (kommuner) are legally responsible for Swedish language tuition for immigrants (Sfi), however these can procure language classes from other actors, including independent (non-profit) schools or private education centres. There are also examples of Swedish language tuition being offered on an ad-hoc basis by other public bodies, e.g. by Regions, particularly for health care staff	Primarily municipalities, ad-hoc by other public bodies, e.g. Regions	Municipalities (kommuner) have the responsibility to provide (civic) orientation courses, including those part of introduction plans for newly arrived migrants	Government
SI	Ministry for education, Science and Sport	Ministry for education, science and sport, Ministry for Interior	Ministry for Interior, Language schools	Ministry for Interior	Ministry for Interior, NGO	Ministry for Interior
SK	Ministry of Education, Science, Research and Sports	Ministry of Education, Science, Research and Sports	Ministry of Interior (MO MoI SK)	MO MoI SK	MO MoI SK	MO MoI SK
UK	Local authorities	Local authorities	BIS (Skills Funding Agency), DCLG, Local authorities	BIS, DCLG, Home Office	Home Office and Local Authorities (only applies for resettled refugees)	Home Office (only applies for resettled refugees)

Table A3.2 Authorities with executive and financial responsibility in integration measures for beneficiaries of international protection (II)¹³⁰

MS	Vocational education and training		Counselling		Recognition of qualifications	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
AT	Public Employment Service	Public Employment Service	Austrian Integration Fund, Public Employment Service	Austrian Integration Fund, Public Employment Service	Contact Points for Persons with Qualifications from Foreign Countries (ASTs) and National Academic Recognition Information Centre (ENIC-NARIC Austria)	Federal Ministry of Labour, Social Affairs and Consumer Protection and Federal Ministry of Science, Research and Economy
BE	Regional	Regional	Regional	Regional	Regional	Regional
BG	Employment Agency; SAR	Ministry of Labour and Social Policy; SAR	NGOs	Project funded	National Center for Information and Documentation (NCID)	Ministry of Education and Science
CY	European Funds Unit, Ministry of Interior (Responsible Authority)	European Funds Unit, Ministry of Interior (Responsible Authority)	European Funds Unit, Ministry of Interior (Responsible Authority)	European Funds Unit, Ministry of Interior (Responsible Authority)	no info	no info
CZ	Ministry of Labour and Social Affairs	Ministry of Labour and Social Affairs	Refugee Facilities Administration of the Ministry of the Interior (SUZ), general provider of integration services, Labour offices (Ministry of labour and Social Affairs)	Ministry of the Interior, Ministry of Labour and Social Affairs	Ministry of Education and office of rector of the university in case of academic recognition.	Ministry of the Interior or the customer bears the expenses.
DE	Employment Agency/Job Centre	Employment Agency/Job Centre	Employment Agency	Employment Agency	Depends on federal state and occupational group	Depends on federal state and occupational group

130 The following Member States provided comments:

Vocational education and training

LT: It is planned that starting from 2016, the third-country nationals who have been granted asylum will be able to register with the Labour Exchange and to take part in the vocational training courses offered.

LV: The State Employment Agency is offering professional improvement courses for unemployed, job-seekers and persons subject to risk of unemployment.

SE: Support measures that form part of the 2010 "Introduction Act" are funded at state level. Introduction plans for newly arrivals can contain vocational education and training.

Counselling

FI: Integration training implemented as labour market training (purchased from training providers by the Employment and Economic Development Office through competitive tendering and funded with appropriations from MEE) involves social support professionals: guidance counsellors, special needs teachers, special needs assistants, public health nurses and registered nurses, social workers/Bachelors of Social Services/school social workers. If necessary, they may refer the immigrant to the services offered by the Finnish Association for Mental Health or the Centre for Torture Survivors, for instance.

LV: Experts from non-governmental organisations are providing free consultations, within the project of the European Refugee Fund, to refugees and persons having alternative status that have registered as unemployed or job-seekers.

SK: Through integration projects implemented by NGOs, with the MO MoI SK being their factual sponsor.

Recognition of qualifications:

FI: An initial assessment, including a preliminary examination of skills, is conducted for immigrants at the Employment and Economic Development Office or in the municipality. Integration training may also include identification of skills and recognition of qualifications and degrees.

SE: In addition to actors which carry out formal evaluation of foreign qualifications, Arbetsförmedlingen maps and analyses the qualifications of newly arrived migrants when establishing an introduction plan for the individual. The Migration Agency carries out a preliminary mapping of beneficiaries' qualifications

MS	Vocational education and training		Counselling		Recognition of qualifications	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
EE	1) Educational institutions 2) Estonian Unemployment Insurance Fund	1) Ministry of Education and Research 2) Ministry of Social Affairs	1) Estonian Unemployment Insurance Fund 2) Johannes Mihkelson Centre 3) Estonian Refugee Council 4) Local authorities	1) Ministry of Social Affairs 2) Ministry of the Interior (through the Asylum, Migration and Integration Fund (previously European Refugee Fund)) 3) Other support 4) State budget	SA Archimedes ENIC/NARIC Centre	Ministry of Education and Research
EL	Municipalities, Greek Council for Refugees, PRAKSIS, ARSIS	European Funds, Hellenic State, Other Institutions, NGOs, Civil Society Institutions	Municipalities, UNHCR, Greek Council for Refugees, PRAKSIS, ARSIS, Manpower Employment Organization (OAED)	European Funds, Hellenic State, International Organizations, Other Institutions, NGOs, Civil Society Institutions	Hellenic National Academic Recognition and Information Center (DOATAP)	Hellenic State
ES	Entities managing specific integration programmes funded by the Ministry of Labour. Departments of Education and Labour of the Autonomous Communities	Ministry of Labour Departments of Education and Labour of the Autonomous Communities	Entities managing specific integration programmes funded by the Ministry of Labour. Regional employment services of the autonomous communities	Ministry of Labour Departments of Education and Labour of the Autonomous Communities	Ministry of Education	Ministry of Education
FI	1) Vocational labour market training The Employment and Economic Development Offices and the training providers in the region selected through competitive tendering by the Centres for Economic Development, Transport and the Environment 2) Self-motivated studies Municipalities/joint municipal authorities and educational institutions maintained by them or private educational institutions 3) Career coaching and entrepreneurship training The Employment and Economic Development Offices and the training providers in the region selected through competitive tendering by the Centres for Economic Development, Transport and the Environment 4) Apprenticeship training Training providers that have received authorisation to	1) MEE/State 2) MEC/State 3) MEE/State 4) State and municipalities	1) Services offered by the Employment and Economic Development Offices , e.g. basic expert services, services related to supported employment and outsourced services, such as work coaching 2) Municipal services for persons in need of special measures 3) Rehabilitative work experience organised or outsourced by the municipality	1) MEE/State 2) The municipality is reimbursed by the State 3) Municipality	1) Recognition for qualifications and degrees, and statements: Finnish National Board of Education 2) Professional practice rights: Industry-specific authorities 3) Competence and professional skills survey: The Employment and Economic Development Office purchases an expert assessment from the training provider as an outsourced service	1) In connection with integration training, the Employment and Economic Development Office may bear (with State funds) the expenses of one recognition of a qualification or degree per customer. Otherwise the customer bears the expenses him-/herself. 2) The customer bears the expenses. 3) MEE/State

MS	Vocational education and training		Counselling		Recognition of qualifications	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
	provide apprenticeship training from MEC					
FR	N/A - they have access to the same services as nationals	N/A	No centrally provided scheme though some local associations provide services	Associations may be eligible for grants from the Ministry of Interior under the "104 programme" ("Integration and access to French nationality")	ENIC-NARIC France which is linked to "CIEP" under the Ministry of Education, Higher Education and Research (MENESR)	ENIC-NARIC France which is linked to "CIEP" under the Ministry of Education, Higher Education and Research (MENESR)
HU	FCC	N/A	FCC	OIN/FCCs	N/A	N/A
IE	Department of Education and Skills	Department of Education and Skills	Department of Health	Department of Health	Quality and Qualifications Ireland (QQI) Quality and Qualifications Ireland (QQI)	Department of Education and Skills
IT	Ministry of Labour	Ministry of Interior	Ministry of Labour	Ministry of Interior	Ministry of Foreign Affairs	Ministry of Foreign Affairs
LT	Refugees Reception Centre /authority implementing integration Labour exchange	Refugees Reception Centre	Refugees Reception Centre /authority implementing integration	Refugees Reception Centre	Centre for Quality Assessment in Higher Education	Person who has been granted asylum
LU	Adult learning department (SFA) of the Ministry of National Education, Childhood and Youth in regards to adults. Ministry of National Education, Childhood and Youth (through the SECAM) in regards to children.	Ministry of National Education, Childhood and Youth (through the SECAM) in regards to children.	Administration for the Development of Employment (ADEM).	Administration for the Development of Employment (ADEM).	Secondary education diplomas. Department of Recognition of Diplomas, Ministry of National Education, Childhood and Youth. Validation of acquis and experience (VAE). Validation of acquis and experience unit, Ministry of National Education, Childhood and Youth. Homologation of Diplomas: Homologation Commission of the Ministry of Higher Education and Research.	Ministry of National Education, Childhood and Youth. Ministry of National Education, Childhood and Youth. Ministry of Higher Education and Research.
LV	State Employment Agency	Ministry of Welfare	State Employment Agency	Ministry of Welfare	Academic Information Centre	State fee is paid by refugees and persons having alternative status from their own funds.
MT	Ministry of Education & Employment	Employment and Training Corporation	Ministry of Education & Employment	Directorate for Educational Services	Ministry of Education & Employment	National Commission for Further and Higher Education
NL	NA	NA	municipalities and civil society organisations	municipalities via COA (reception agency) and ministry of social affairs and employment	Information centre for the recognition of qualifications, agency within ministry of social affairs and employment	ministry of social affairs and employment

MS	Vocational education and training		Counselling		Recognition of qualifications	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
SE	PES, municipalities (vocational education and training for adults, "yrkesvux"), Higher Vocational Education	PES/government and municipalities	PES/municipalities (study counselling and career advice), various other agencies and actors (both private and public, e.g. for trauma counselling).	PES/government and municipalities	Municipalities, PES, the Swedish Council for Higher Education (Universitets- och högskolerådet, UHR), the National Board of Health and Welfare (Socialstyrelsen) and a number of specialised state agencies and (private) trade associations. The Swedish National Agency for Higher Vocational Education (Myndigheten för yrkeshögskolan, MYH) has the task to co-ordinate and support a national structure for validation	Government and agencies/organisations that carry out the service
SI	Ministry for education, science and sport; Ministry for work, family, social affairs and equal opportunities	Ministry for education, science and sport; Ministry for Interior; Ministry for work, family, social affairs and equal opportunities	Ministry for Interior; Ministry for work, family, social affairs an equal opportunities-Employment office; NGO	Ministry for Interior; Ministry for work, family, social affairs an equal opportunities-Employment office	Ministry for education, science and sport	Ministry for education, science and sport; Ministry for Interior
SK	MoLSAF SK - Ministry of Social Affairs and Family of the Slovak Republic	COLSAF (Central Office of Labour, Social Affairs and Family)	MoLSAF SK - Ministry of Social Affairs and Family of the Slovak Republic MO MoI SK	COLSAF (Central Office of Labour, Social Affairs and Family) MoI SK, EU funds	MoESRS (Ministry of Education, Science, Research and Sports) SK.	MoESRS (Ministry of Education, Science, Research and Sports) SK.
UK	DWP (Job Centre Plus)	DWP	Department of Health (NHS) and Home Office	Department of Health (NHS) and Home Office	Department for Education (UK NARIC)	Department for Education

Table A3.3 Authorities with executive and financial responsibility in integration measures for beneficiaries of international protection (III)¹³¹

MS	Guaranteed minimum resources		Housing	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
AT	shared by the provinces, the municipalities and the Federal State; administrated at regional level by the district administrative authorities or the municipal authorities in cooperation with social welfare offices and social centres	Federal State, Provinces, Municipalities	Provinces, municipalities Federal Ministry for Europe Integration and Foreign Affairs, Fonds Soziales Wien, the Austrian Integration Fund and the various commissioned institutions (church-affiliated organisations and private associations)	Provinces, municipalities Federal Ministry for Europe, Integration and Foreign Affairs, Fonds Soziales Wien, Austrian Integration Fund
BE	Federal and local	Federal and local	Federal and local	Federal and local
BG	SAR; NGOs	SAR; project funded	Bulgarian Red Cross	SAR
CY	Welfare Benefits Administration Service, Ministry of Labour, Welfare and Social Insurance	Welfare Benefits Administration Service, Ministry of Labour, Welfare and Social Insurance	Welfare Benefits Administration Service, Ministry of Labour, Welfare and Social Insurance	Welfare Benefits Administration Service, Ministry of Labour, Welfare and Social Insurance
CZ	Ministry of Labour and Social Affairs	Ministry of Labour and Social Affairs	Ministry of the Interior, regional authorities, municipal authorities	Ministry of the Interior
DE	Job Centre	Federal Level/Local government	Local government	For housing allowance: 50% federal state, 50% Federation For subsidized housing: States and Federation
EE	1) Local authorities 2) Estonian Social Insurance Board	1) State budget 2) Ministry of Social Affairs	1) Local authorities 2) The Vao Centre	1) Ministry of Social Affairs (from the state budget) 2) Ministry of Social Affairs (from the state budget)
EL	UNHCR, Greek Council for Refugees, PRAKSIS, Stavros Niarchos Foundation	European Funds, Hellenic State, International Organizations, Other Institutions, NGOs, Civil Society Institutions	Municipalities, UNHCR, Greek Council for Refugees, PRAKSIS, ARSIS	European Funds, Hellenic State, International Organizations, Other Institutions, NGOs, Civil Society Institutions
ES	Entities managing specific integration programmes funded by the Ministry of	Ministry of Labour Autonomous Communities	Housing public services in the Autonomous Communities and the municipalities	Autonomous Communities

¹³¹ The following Member States provided comments:

Housing

BG: Provided until the end of 2013

HR: In a certain number of cases NGO's are included as well e.g. in finding adequate apartments

LV: If the refugee has received the status of a person in need then he/she has the right to request a social apartment.

SE: In addition to help and services provided by Arbetsförmedlingen and the Migration Agency, new arrivals are strongly encouraged to take their own responsibility and be active themselves in the search for housing

SK: Through integration projects implemented by NGOs, with the MO MoI SK being their factual sponsor.

MS	Guaranteed minimum resources		Housing	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
	Labour. Social services of the municipalities			
FI	Social assistance is granted by the municipality Labour market support and housing allowance are granted by Kela	The State reimburses the municipalities for social assistance costs for three years Labour market support and housing allowance are funded by the State with tax revenue	1) Agreement-based assignment to municipalities Municipalities conclude an agreement with the Centres for Economic Development, Transport and the Environment on assigning immigrants to the municipality 2) Independent moving Reception centres assist those who have been issued with a residence permit in the asylum procedure in finding housing	1-2) The State pays the municipalities imputed reimbursement for receiving beneficiaries of international protection, provided that the municipality has concluded an agreement on the reception with the Centre for Economic Development, Transport and the Environment (4 years for persons admitted into the country under the refugee quota, 3 years for persons arriving through the asylum procedure) 2) The person is included within the scope of asylum seeker reception services (that is: the funding comes from the State's tax revenue) until he or she becomes a customer of the municipal services.
FR	CAF (Family Allowances Fund)	CNAF (National Family Allowances Fund)	State services at national and local level; associations	Ministry of the Interior
HR	Social Welfare Centres, local and regional self-government units	Social Welfare Centres, local and regional self-government units	Social Welfare Centres	Ministry of Social Policy and Youth
HU	OIN	OIN	OIN/FCC	OIN
IE	Department of Social Protection	Department of Social Protection	Department of Environment, Community and Local Government	Department of Environment, Community and Local Government
IT	Ministry of Interior	Ministry of Interior	Ministry of Interior for the recipients hosted in the reception centres	Ministry of Interior
LT	Refugees Reception Centre /authority implementing integration	Refugees Reception Centre	Refugees Reception Centre /authority implementing integration	Refugees Reception Centre
LU	National Solidarity Fund (FNS) and National Service for Social Action (SNAS)	National Solidarity Fund (FNS) and National Service for Social Action (SNAS)	National Housing Fund and other institutions such as Social Real Estate Agency (AIS) and the Société Nationale des Habitations à Bon Marché (SNHBM).	National Housing Fund and other institutions such as Social Real Estate Agency (AIS) and the Société Nationale des Habitations à Bon Marché (SNHBM).
LV	Local governments	Local governments	Local governments	Local governments
MT	Ministry for the Family and Social Solidarity	Dept. of Social Security	Housing Authority	Housing Authority
NL	municipalities	municipalities	municipalities	the government
SE	Municipalities	Municipalities (social assistance/income support). Försäkringskassan (introduction benefit, supplementary introduction benefit and	Municipalities are responsible to supply housing. PES and the Swedish Migration Agency assist bens in search for housing. PES	Government/Försäkringskassan (housing benefit, social assistance) and/or the individual depending on his/her financial situation

MS	Guaranteed minimum resources		Housing	
	Executive responsibility	Financial responsibility	Executive responsibility	Financial responsibility
		supplementary introduction benefit for housing, but these are not per se guaranteed minimum resources.	is responsible for persons ages 20-64 able to participate at least up to 25 per cent in introduction activities and the Migration Agency for resettled persons, unaccompanied minors, persons older than 65 years of age and persons unable to participate up to 25 per cent in introduction activities	
SI	Ministry for work, family, social affairs and equal opportunities- Centres for social work (money social help, child addition), Employment office (money support for unemployment); Ministry for Interior (money contribution for private accommodation)	Ministry for work, family, social affairs and equal opportunities- Centres for social work (money social help, child addition), Employment office (money support for unemployment); Ministry for Interior (money contribution for private accommodation)	Ministry for Interior (money contribution for private accommodation); NGO	Ministry for Interior (money contribution for private accommodation)
SK	COLSAF (Central Office of Labour, Social Affairs and Family)	COLSAF (Central Office of Labour, Social Affairs and Family)	MO MoI SK	MO MoI SK
UK	DWP	DWP	Local authorities	DWP

Annex 4 Selection of employment-related support measures

Table A4.1 Eligibility of refugees, beneficiaries of subsidiary and humanitarian protection to employment-related support measures

MS	Education			Language courses			Orientation courses			Vocational education and training			Counselling			Recognition of qualifications			Guaranteed minimum resources			Housing		
	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H
AT	✓	✓	✓	✓	✓	✓	✓	✓	No	✓	✓	No	✓	✓	✓	✓	✓	✓	✓	✓	No	✓	No	No
BE	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a
BG	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓
CY	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a
CZ	N/a	N/a	N/a	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
DE	✓	✓	✓ ¹³²	✓*	✓*	✓*	✓*	✓*	✓*	✓	✓	✓ ¹³³	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
EE	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a
EL	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	N/a	✓	✓	✓	✓	✓	✓
ES	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
FI	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
FR	No*	No*	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	No**	No**	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a
HR	✓	✓	✓	✓	✓	✓	✓	✓	✓	N/a	N/a	N/a	No	No	No	✓	✓	✓	✓	✓	✓	✓	✓	✓
HU							✓	✓		✓	✓	✓	✓	✓		✓	✓	✓	✓	✓		✓	✓	
IE	✓	✓	✓*	✓	✓	✓*	✓	✓	✓*	✓	✓	✓*	✓ ¹³⁴	✓ ¹³⁵	✓ ¹³⁶	✓	✓	✓*	✓	✓	✓*	✓	✓	✓*
IT	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	
LT	No	No	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a
LU	✓	✓	✓	✓	✓	✓	✓	✓	No	✓	✓	✓	✓	✓	No	✓	✓	No	✓	✓	No	✓	✓	No
LV	No	No	No	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a

¹³² Financial support is only available after at least four years of residence.

¹³³ Financial support is only available after at least four years of residence.

¹³⁴ Only available in Dublin

¹³⁵ Idem.

¹³⁶ Idem.

MS	Education			Language courses			Orientation courses			Vocational education and training			Counselling			Recognition of qualifications			Guaranteed minimum resources			Housing			
	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H	R	S	H	
MT	✓	✓	✓	✓	✓	✓				✓	✓		✓	✓	✓	✓	✓		✓		✓	✓			
NL	✓	✓	✓	✓	✓	✓	✓	✓	✓	N/a	N/a	N/a	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
SE	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
SI	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	✓	✓	N/a	
SK	✓*	✓*	✓*	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
UK	✓	NA	✓	✓	NA	✓				✓	NA	✓	✓	NA	✓	✓	NA	✓	✓	NA	✓	✓	NA	✓	✓

The table does not include information for PL, PT, RO and NO as no National Reports have been submitted by these countries.

Notes

BG: 'N/a' means that this category does not exist in the national legislation of the Member States.

CZ: There are no specific targeted education support measures for beneficiaries of international protection. There are several support measures available for beneficiaries of international protections at elementary schools which are out of the scope of the study.

FR: * There are no targeted education programmes

** There are no targeted counselling programmes in France.

IE: * depends on specific circumstances

SK: * Access to general education is provided but no specific education available for beneficiaries of international protection.

Table A4.2 Conditions to access employment-related support measures for refugees and beneficiaries of subsidiary and humanitarian protection (1)

Employment related support measures: E (education); L (language courses); O (orientation courses); V (vocational training); C (counselling); R (recognition of qualifications); G (guaranteed minimum resources) and H (housing)

 Where there are differences among categories these are signified with: **'all TCNs'**: all TCNs legally residing on your Member State's territory; **'all ben'**: all beneficiaries of international/humanitarian protection; **'Ref'**: specifically to refugees; **'SP'**: beneficiaries of subsidiary protection; **'HP'**: beneficiaries of humanitarian protection

MS	Residence								Work permit								Identity documents							
	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H
AT							Yes: TCN all	Yes: TCN all	No: TCN all	No: TCN all	No: TCN all		No: TCN all	No: TCN all		No: TCN all		Yes: TCN all					Yes: TCN all	
BG	Yes : TCN all No: all ben	Yes: TCN all No: all ben	No	Yes: TCN all No: all ben	Yes: TCN all No: all ben	Yes: TCN all No: all ben	N/a	No: all ben	No	No	No	No	Yes	No	N/a	No	Yes: all ben	Yes: all ben	No	Yes: all ben	Yes: all ben	Yes: all ben	N/a	Yes: all ben
CY	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	No	No	No	No	No	No	No	No	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs
CZ	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI
DE	No	Ref, SP	Ref, SP	Yes/financial support contingent on type of residence permit or length of residence	No	No	No	No	n/i	n/i	n/i	n/i	n/i	n/i	n/i	n/i	No info	No info	No info	No info	No info	No info	No info	No info
EE	all TCNs: yes all ben: No	Yes	Yes	Yes	Yes all TCNs, all ben No	No	Yes	Yes	No	No	No	No	No	No	No	No	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
EL	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

MS	Residence								Work permit								Identity documents							
	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H
ES	all TCNs : yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes															
FI	Yes all TCNs	No	Yes all TCNs	Yes all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	Yes all TCNs	No all TCNs	No all TCNs				
FR	Yes	Yes	Yes	Yes	N/a	Yes	Yes	Yes	N/a	No	No	No	N/a	No	No	No	N/a	N/a	No	N/a	N/a	Yes	N/a	Yes
HR	Yes all TCNs	N/a	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs														
HU	N/A	No	N/A	N/A	N/A	N/A	Yes all ben	Yes all ben	N/a	No	No	N/A	No	N/a	Yes all ben	Yes all ben	N/A	No	Yes all ben	N/A	Yes all ben	N/A	Yes all ben	Yes all ben
IE	Yes	Yes	Yes	Yes	N/a	No	Yes	Yes	No	No	No	No	N/a	No	No	No	Yes	No	No	Yes	N/a	No	Yes	Yes
IT	No	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes													
LT	N/a	Yes (Ref, SP)	N/a	No (Ref, SP)	N/a	Yes (Ref, SP)																		
LU	Yes	N/a	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes														
LV	Yes	No	N/a	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes													
MT																								
NL	Yes	No	No	Yes	No	Yes	N/a	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes									
SE	Yes all TCNs	Yes all ben							No	No	No	No	No	No	No	No	No	No						
SI	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes														
SK	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes														
UK	Yes	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a															

The table does not include information for MT, PL, PT, RO and NO as no National Reports have been submitted by these countries.

Notes

BE: Conditions to access employment-related support measures may differ from one region to another one. Moreover the employment-related support measures are provided by a large number of different governmental actors, partner organisations and non-governmental actors each with their own conditions or terms to access. Therefore it is not possible to provide an overview in the table below.

LV: No individual work permit is issued. The right to employment is specified in the residence permit

LT: In Lithuania, humanitarian protection is not granted, and there has not been developed a common integration scheme applicable to all third-country nationals.

SE: Work permit: Holders of a temporary residence permit need a work permit to access the labour market, which is a formality and in practice not an obstacle for the beneficiary. Temporary residence permits have sometimes been issued to certain groups in the 2011-15 study period.

Identity: There is no prerequisite to be in the possession of country of origin identity documents for bens to receive a residence permit. Family members who apply for family reunification need as a rule to submit a passport.

Table A4.3 Conditions to access employment-related support measures for refugees and beneficiaries of subsidiary and humanitarian protection (2)

Employment related support measures: E (education); L (language courses); O (orientation courses); V (vocational training); C (counselling); R (recognition of qualifications); G (guaranteed minimum resources) and H (housing)

 Where there are differences among categories these are signified with: **'all TCNs'**: all TCNs legally residing on your Member State's territory; **'all ben'**: all beneficiaries of international/humanitarian protection; **'Ref'**: specifically to refugees; **'SP'**: beneficiaries of subsidiary protection; **'HP'**: beneficiaries of humanitarian protection

MS	Domicile								Language competency								Specific qualifications/diplomas							
	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H
AT	Yes : TCN all	Yes : TCN all		Yes: TCN all			Yes: TCN all		No: TCN all				No: TCN all	No: TCN all	No: TCN all	No: TCN all	No: TCN all	No: TCN all	No: TCN all	No: TCN all		No: TCN all	No: TCN all	
BG	No	No	No	No	No	No	No	No	Yes	No	No	Yes	No	Yes - (for professional qualifications) No - (for educational diplomas)	N/a	No	Yes	No	No	Yes	No	Yes - (for professional qualifications) No - (for educational diplomas)	N/a	No
CY	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
CZ	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI	NI
DE	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
EE	No	No	No	No	No	No	No	No	Yes	No	No	Yes	No	No	No	No	Yes	No	No	No	No	Yes	No	No
EL	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
ES	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes
FI	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	No	Yes all TCNs	Yes all TCNs	Yes all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	Yes all TCNs	No all TCNs	No all TCNs
FR	N/a	N/a	No	N/a	N/a	N/a	Yes	N/a	N/a	Yes	No	No	N/a	No	No	No	N/a	No	No	No	N/a	No	No	No
HR	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	N/a	N/a	Yes all TCNs	N/a	N/a	Yes all TCNs	N/a	No all TCNs	N/a
HU	N/A	No	Yes	N/A	Yes	N/A	Yes	Yes	N/A	No	Yes	N/A	Yes	N/A	Yes	Yes	N/A	No	N/A	Yes	Yes	N/A	Ye	Ye

MS	Domicile								Language competency								Specific qualifications/diplomas							
	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H
			all ben		all ben		all ben	all ben			all ben		all ben		all ben	all ben					all ben		s all ben	s all ben
IE	No	No	No	No	N/a	No	Yes	Yes	No	No	No	Yes	N/a	No	No	No	No	No	No	No	N/a	Yes	No	No
IT	No	Yes HP	No	Yes HP	Yes HP	No	Yes HP	Yes HP	No	Yes	Yes	Yes	Yes	No	No	No	No	No	No	No	No	Yes	No	No
LT	N/a	No (Ref, SP)	No(R ef, SP)	N/a	No (Ref, SP)	No (Ref, SP)	Yes (Ref, SP)	No (Ref, SP)	No (Ref, SP)	No (Ref, SP)	N/a	No (Ref, SP)	No (Ref, SP)	No (Ref, SP)	No (Ref, SP)	Yes (Ref, SP)	No (Ref, SP)	No (Ref, SP)						
LU	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No for basic instruction. Yes for regular education	No	No	Yes	No	Yes	No	No	No	No	No	No	No	No	No	No
LV	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	Yes	No	No	No	No	Yes	No	No	No	No	Yes	No	No
MT																								
NL	No	No	No	No	No	Yes	Yes	No	Yes	No	No	Yes	No	N/a	Yes	No	Yes	No	No	No	No	Yes	No	No
SE	Yes al TCNs	Yes al TCNs	Yes al TCNs	Yes al TCNs	Yes al TCNs	Yes al TCNs	Yes al TCNs	Yes al TCNs	Yes	No	No	Yes	Depends on the type	No	No	No	No	No	No	No	No	No	No	No
SI	No	No	No	No	No	No	No	No	No	No	No	No	No	Yes	No	No	No	No	No	No	No	No	No	No
SK	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes	No	Yes	No	No	Yes	No	No	No	No	Yes	No	No
UK	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No

Table A4.4 Conditions to access employment-related support measures for refugees and beneficiaries of subsidiary and humanitarian protection (3)

Employment related support measures: **E** (education); **L** (language courses); **O** (orientation courses); **V** (vocational training); **C** (counselling); **R** (recognition of qualifications); **G** (guaranteed minimum resources) and **H** (housing)

Where there are differences among categories these are signified with: **'all TCNs'**: all TCNs legally residing on your Member State's territory; **'all ben'**: all beneficiaries of international/humanitarian protection; **'Ref'**: specifically to refugees; **'SP'**: beneficiaries of subsidiary protection; **'HP'**: beneficiaries of humanitarian protection

MS	Sufficient financial resources								Eligibility for loans							
	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H
AT	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all		Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all	Yes: TCN all
BG	No	No	No	No	No	No	N/a	No	No	No	No	No	No	No	No	No
CY	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
CZ																
DE	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
EE	all TCNs: yes all ben: No	No	No	No	No	No	No	all TCNs: yes all ben: No	No	No	No	No	No	No	Yes	No
EL	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
ES	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes	All ben: Yes
FI	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	Yes all TCNs	No all TCNs	Yes all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs	No all TCNs
FR	N/a	No	No	No	N/a	No	No	No	N/a	No	No	No	N/a	No	No	No
HR	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	Yes all TCNs	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
HU	Yes	Yes	Yes all ben	Yes all	Yes all ben	N/A	Yes all ben	Yes all ben	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
IE	No	No	No	No	N/a	No	No	No	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
IT	No	No	No	No	No	No	Nor pertinent	No	No	No	No	No	No	No	No	No
LT	N/a	No (Ref, SP)	No (Ref, SP)	No (Ref, SP)	No (Ref, SP)	Yes (Ref, SP)	No (Ref, SP)	Yes (Ref, SP)	N/a	No (Ref, SP)						
LU	No	No	No	No	No	Must pay fees	adjusted according to the resources of the applicant	Yes	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a

MS	Sufficient financial resources								Eligibility for loans							
	E	L	O	V	C	R	G	H	E	L	O	V	C	R	G	H
LV	Yes	No	No	No	No	Yes	No	No	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
MT																
NL	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
SE	No	No	No	No	No	No	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
SI	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No	No
SK	No all Ben	No all Ben	No	No	No	No all Ben	No	No all Ben first 6 months	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a
UK	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a