



Labour market integration of third-country nationals in EU Member States

Common Template of EMN Focussed Study 2018

Fifth version

Subject: Labour market integration of third-country nationals in EU Member States (Working title)

Action: EMN NCPs are invited to submit their completed Common Templates by **2nd of July 2018**.

If needed, further clarifications can be provided by directly contacting the EMN Service Provider (ICF) at emn@icf.com and to Almina Bešić (almina.besic@icf.com) and Sara Bagnato (sara.bagnato@icf.com).

STUDY AIMS AND RATIONALE

STUDY AIMS

The overall aim of the study is to inform the target audience (e.g. practitioners, policy officers and decision-makers at both EU and national level including academic researchers and the general public), and the Commission on the application of integration measures for third-country nationals across Member States, excluding measures that are only designed for beneficiaries of international protection, asylum seekers and students/graduates. The focus is on labour market integration measures, identifying existing policies and examples of good or promising practices from public and private sectors.

More specifically the study aims to:

- ★ Provide an overview of existing general and labour market integration policies in Member States targeting third-country nationals and focussing on those that have either been implemented recently (as of 2014) or that have been changed since 2014. To the extent possible, the study seeks to identify examples of good or promising practices concerning policies on labour market such as access, participation or the provision of employment-related support measures.
- ★ Examine which labour market integration measures Member States offer, their main components and involvement of other parties (e. g. NGOs, private sector, authorities and social services at various levels of governance) and present examples of good or promising individual labour market integration measures; Explore selected examples of tailored employment-related integration measures to third-country nationals provided specifically by the private sector, as private companies are most to likely facilitate labour market integration of third-country nationals through employment.

It is important to note that the study focuses on presenting Member States' different practices and identifying, to the extent possible, which policies/programmes related to labour market integration work well. The study does not aim to be an evaluation of labour market integration in different Member States.

RATIONALE

An effective integration of migrants into the host society is one of the key challenges and a precondition to successful migration. The integration of third-country nationals is often a lengthy process, but offers many advantages to both the third-country national as well as the host Member State and the EU in general.

According to the 2017 OECD International Migration Outlook¹, the success of integration policies is a marker of the overall success of migration policies. Integration is a mutual process that requires efforts from migrants as well as from the receiving society. Integration is a common objective but every Member State takes a different approach, as the field of integration policy falls under the competence of each EU Member State. Well managed integration policies are essential tools for effective integration which also contribute to the prevention of negative public perceptions leading to discrimination, racism, xenophobia or exploitation of migrants. According to the 'European Agenda for the Integration of Third-Country Nationals', integration policies can act as a driver for "economic development and social cohesion, in order to better enhance migrants' contribution to economic growth and cultural richness"². A society with large groups who are not fulfilling their potential risks is accentuating economic and social division, with potentially also geographical segregation.

One of the key elements of migrant integration is labour market integration. With regard to this element, an effective integration policy can help well managed labour migration which is a feature of contemporary labour markets, and is highly prioritised within the national and international agendas. At the same time, there is a need to improve the protection of migrant workers, and foster labour market integration by the Member States.

Therefore the study will on the one hand update and complement the already available information on Member States' integration policies and on the other hand will focus on examples of good or promising practices of measures identified by NCPs facilitating the labour market integration.

The study will also reflect on the actions taken by the Member States following the Action Plan on the Integration of Third-Country Nationals (June 2016, COM(2016) 377 final), and the Conclusions of the Council and the Representatives of the Governments of the Member States on the integration of third-country nationals legally residing in the EU - Council conclusions (9 December 2016).

SCOPE OF THE STUDY

SCOPE OF THE TARGET GROUP: THIRD-COUNTRY NATIONALS

The study focuses on labour market integration measures for regularly staying third-country nationals with the right to work, including third-country national family members of EU citizens and third-country nationals. Conversely, specific measures that are **only** designed for beneficiaries of international protection, asylum seekers, and students/graduates³ are excluded from this study. The study focuses on first generation third-country nationals.

SCOPE OF 'INTEGRATION MEASURES'

Integration takes place on several dimensions (socio-economic, cultural, civic, political participation, etc.). This study focuses on the socio-economic dimension of integration, specifically "labour market integration".

To the extent possible, the study seeks to identify examples of good or promising practices concerning Member States' policies on labour market access/participation and the provision of employment-related support measures.

The first part of the study will provide an overview of existing general and labour market integration policies in Member States. In the second part, the study covers the following integration measures that the state or private actors provide which are closely linked to labour market integration (support measure provided by NGOs without any (financial) involvement of the Member State are beyond the scope of the study), namely:

1. Training and Qualification
2. Enhancement of (soft) skills
3. Provision of information and counselling

¹ OECD (2017), International Migration Outlook 2017, OECD Publishing, Paris.
http://dx.doi.org/10.1787/migr_outlook-2017-en

² European Agenda for the Integration of Third-Country Nationals, <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52011DC0455&from=en>, p. 2

³ An EMN focus study on *Attracting and retaining international students and researchers in the EU* is currently under preparation and planned to be issued in 2018.

4. Enhancement of intercultural/religious/civic relations in the work place
5. Tailor-made holistic programmes/plans/contracts containing different elements of labour market integration, targeting specific groups and/or vulnerable categories.
6. Incentive measures for migrants and/or employers
7. Support for self-employment

Whilst the study will collect information on the legal and policy framework for access to integration and support measures by the target groups, it will primarily focus on collecting information on the practical implementation of such measures, including the collection of examples of good or promising practices.

EU LEGAL AND POLICY CONTEXT CONCERNING THE INTEGRATION OF THIRD-COUNTRY NATIONALS

The Amsterdam Treaty marked the development of a common EU immigration and asylum policy. It did not however provide a legal basis for a common integration policy. Legal competence for a common agenda on integration was, under the Amsterdam Treaty, exclusively limited to combatting discrimination against migrants. The Lisbon Treaty (adopted in 2007 and entered into force in 2009) introduced, for the first time, an explicit legal basis for the promotion of integration at EU level (Art. 79.4). However, the Lisbon Treaty still clearly states that this competence is confined to measures which are complementary to the activities of Member States.

Following the Tampere and the Hague Programmes, the Stockholm Programme (2009) adopted an ambitious programme in relation to integration. It stated that Member States' integration policies should be supported through the further development of structures and tools for knowledge exchange and coordination with other relevant policy areas, such as employment, education and social inclusion. In particular, it called the Commission to support Member States' efforts through the development of a coordination mechanism using a common reference framework which should improve structures and tools for European knowledge exchange. It also invites the Commission to identify European modules to support the integration process and to develop core indicators for monitoring the results of integration policies.

Despite the limited legal competence for a common agenda on integration, the development of a series of policy documents gradually established an EU framework on integration. These include:

- ★ the **2002 Council Conclusions on integration of third-country nationals** setting out a first framework for action on integration;
- ★ the **2003 Commission Communication on "Immigration, integration and employment"** which was the first EU policy document outlining the situation on integration within the EU;
- ★ the **2004 Common Basic Principles for Immigrant Integration Policy**
- ★ the **2005 Common Agenda for Integration** which aimed to implement the Common Basic Principles for Immigrant Integration Policy;
- ★ the **2010 Commission Communication** entitled ['Europe 2020, a strategy for smart, sustainable and inclusive growth'](#) emphasised the need for establishing a new agenda for migrant integration in order to enable them to take full advantage of their potential;
- ★ the **2010 Zaragoza Declaration** requested the Commission to undertake a pilot study to examine common integration indicators and to report on the availability and quality of the data needed;
- ★ the **2011 European Agenda for the Integration of Third-Country Nationals** outlined the actions required in order to increase the integration of migrants, and the necessity for these to be conducted both at local and national level.
- ★ the **2015 [European Agenda on Migration](#)** outlined four pillars for successful migration (1. Reducing the incentives for irregular migration; 2. Border management – saving lives and securing external borders; 3. Europe's duty to protect: a strong common asylum policy; 4. A new policy on legal migration) and a consistent and clear common migration policy.
- ★ the **2016 [Council Conclusions on the integration of third-country nationals legally residing in the EU.](#)**
- ★ the **2016 [Action Plan on the Integration of Third-country nationals](#)** outlines policy priorities and tools to support integration across the EU.

- ★ the **2017 [European partnership for integration offering opportunities for refugees to integrate into the European labour market](#)**

RELEVANT SOURCES AND LITERATURE

Relevant EMN Outputs

[EMN studies/Informs](#)

EMN Study on "Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices" (2016)

Ad Hoc Queries

1127. Implementation of the AMIF, 683. Monitoring integration, 657. Educational projects of immigrants, 645. Asylum seekers integration to labour market, 589. Language and civic courses , 497. Immigrant Integration Plans , 453. Integration Agreements

Other Relevant studies (not EMN outputs)

There is a wide array of documents and studies at international level relevant for this study, such as:

- ★ **OECD (2017), International Migration Outlook 2017, OECD Publishing, Paris.**
http://dx.doi.org/10.1787/migr_outlook-2017-en
- ★ **The joint EU/OECD report, "Settling in - Indicators of Immigrant Integration" (2015)**
The report identifies how harmonized data sources can provide adequate data on migrants' populations. <http://www.oecd-ilibrary.org/content/book/9789264234024-en>
- ★ **Study on Practices of Integration of Third-Country Nationals at Local and Regional Level in the European Union**
This study contains the final report on the assignment 'Study on Practices of Integration of Third-Country Nationals at Local and Regional Level in the European Union'. The study was undertaken in 2012 for the Committee of the Regions (CoR) by the Centre for Strategy & Evaluation Services (CSES). The purpose of this assignment was to collect and analyse information on projects and policies implemented by Local and Regional Authorities (LRAs) in the EU to promote the integration of third-country migrants.
http://cor.europa.eu/en/documentation/studies/Documents/survey_integration_3rd_countynationals/survey_integration_3rd_country_nationals.pdf
- ★ **Comparative report on "Measures and rules developed in the EU Member States regarding integration of third county nationals"**
The report provides a comprehensive overview of EU laws and policies on integration including on integration in the labour market. It details national integration schemes established in the EU Member States covered. It particularly looks at how EU Member States use language and civic knowledge or request migrants to fulfil such measures at three different stages of migration: before entering the host state, after entering the host state and for the acquisition of a permanent/long-term residence permit. The report also takes into account measures developed in the EU Member States regarding migrants' access to the labour market.

The study specifications were prepared on the basis of the findings of this report and it provides a good source of information for the national reports.

<https://ec.europa.eu/migrant-integration/librarydoc/integration-measures-in-the-eu-updated-december-2014>
- ★ **Together in the EU - Promoting the participation of migrants and their descendants (FRA)**
<http://fra.europa.eu/en/publication/2017/migrant-participation>

- ★ **JRC - Patterns of immigrants' integration in European labour markets. What do employment rate gaps between natives and immigrants tell us?**
http://publications.jrc.ec.europa.eu/repository/bitstream/JRC108495/pdf_-_kcmd_employment_rates.pdf#
- ★ **FRA/EU MIDIS 2 Second European Union Minorities and Discrimination Survey (EU-MIDIS II) Muslims**
<http://fra.europa.eu/en/publication/2017/eumidis-ii-main-results>
- ★ **ILO-MPI: Aiming Higher: Policies to Get Immigrants into Middle-Skilled Work in Europe**
<https://www.migrationpolicy.org/research/aiming-higher-policies-get-immigrants-middle-skilled-work-europe>
- ★ **A. Bergh, Labour Market Integration of Immigrants in OECD countries: What explanations fit the data?**
ECIPE Occasional Paper • No. 4/2013
http://www.ecipe.org/app/uploads/2014/12/OCC42013_1.pdf
- ★ **CEPS page Integration of Immigrants in European Labour Markets**
[Integration of Immigrants in European Labour Markets](#)

[Other sources of information](#)

Country information sheets with information on integration policy for each Member State; these information sheets will be published on the [European Website on Integration](#). They were recently updated and are currently under validation by the European Integration Network.

METHODOLOGICAL CONSIDERATIONS

As with all EMN Studies, the National Reports should be primarily based on secondary sources. In particular, information on national policies and approaches will be a key source of information, while available evaluations should provide evidence of the approaches and policies, examples of good or promising practices and lessons learnt of integration of migrants. EMN NCPs are invited to liaise with the National Contact Points of the European Integration Network in the elaboration of this Focussed Study.

AVAILABLE STATISTICS (to be included in the synthesis report)

EU level

Available statistics at EU level provide information about the number of third-country nationals, type of residence permits, age, and level of education and integration outcomes.

Eurostat integration indicators webpage:

<http://ec.europa.eu/eurostat/web/migrant-integration/data/database> and
http://ec.europa.eu/eurostat/statistics-explained/index.php/Migrant_integration_statistics
http://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant_integration_statistics_-_employment&oldid=291217

FRA/EU MIDIS 2 on discrimination :

<http://fra.europa.eu/en/publication/2017/eumidis-ii-main-results>

Joint EU/OECD report, "Settling-in - Indicators of Immigrant Integration" (2015)

<http://www.oecd-ilibrary.org/content/book/9789264234024-en>

And data explorer:

<http://www2.compareyourcountry.org/indicators-of-immigrant-integration?cr=oe&lg=en>

National level

Subject to availability, the following statistical data, reference period Jan 2014-Dec 2017, sources would be very useful for this study, and should be included insofar as possible:

- ★ Total number of third-country nationals, including characteristics (e.g. foreign-born, native-born)
- ★ Number of third-country nationals by residence type (temporary/permanent) and reason (work reasons, study reasons, protection reasons, other)
- ★ Number of temporary residence permits issued/renewed to third-country nationals by citizenship, grounds of entry
- ★ Un/Employment rates of third-country nationals, where possible disaggregated by gender and residence type
- ★ Number of third-country nationals accessing/passing integration courses

DEFINITIONS

The following key terms are used in the Common Template. The definitions are taken from the EMN Glossary v3.0⁴ unless specified otherwise in footnotes.

Beneficiary of international protection: A person who has been granted refugee status or subsidiary protection status.

Employee: Worker holding an explicit or implicit employment contract, which gives them a basic remuneration that is not directly dependent upon the revenue of the unit for which they work.

First generation third-country nationals are those born outside the EU.

Integration: In the EU context, a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.

Labour market integration: It is a two ways process by which, over time, immigrants will tend to show the same range of labour market outcomes as the native population. It is intended in terms of access and participation in employment and vocational training, also including actions to promote early integration into the labour market and migrant entrepreneurship⁵.

Labour matching: The process by which the skills and qualifications of a worker is compared with the requirements of a particular job vacancy, to establish whether they match wholly or partly.

Labour migration: Movement of persons from one state to another, or within their own country of residence, for the purpose of employment.

Labour shortage: Shortage of labour of a particular type in a particular labour market which may be said to exist when the number of vacancies has been (or is expected to be) above a level considered to represent 'normal' turnover at the prevailing wages and working conditions for an extended period.

Legal entry: In the global context, the entry of an alien into a foreign country in compliance with the necessary requirements for legal entry into the receiving State.

In the Schengen context, and for a stay not exceeding three months per six-month period, the entry of a third-country national into a Schengen Member State in compliance with Art. 5 of the Schengen Borders Code.

Legal migration: Migration in accordance with the applicable legal framework.

Long-term resident: A third-country national who has long-term resident status as provided for under Arts. 4 to 7 of Council Directive 2003/109/EC (Long-Term Residents Directive) or as provided for under national legislation.

Mandatory integration programme: Comprises measures or conditions third-country nationals have to comply with in order to enter, reside or stay in a Member State. These measures or conditions may take different forms, such as tests or classes or long-term commitment, and are made compulsory by law or regulation. If third-country nationals do not comply with mandatory integration measures or conditions,

⁴ OECD, *Finding their Way: labour market integration of refugees in Germany*, March 2017; Available at: http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/docs/emn-glossary-en-version.pdf

⁵ https://ec.europa.eu/home-affairs/what-we-do/policies/legal-migration/integration_en

different types of sanctions are organised by the Member States. These sanctions can be constituted by the refusal to issue a residence permit or to renew it, the withdrawal of financial or social support, etc.⁶

Migrant Integration Policy Index (MIPEX, British Council): In the context of the Study includes several parameters of estimation: description of laws and regulations per EU – country, focus on rules and conditions (access to labour market, nationality, and family reunion, anti-discrimination).⁷

Entry and travel (pre-departure) stage: In the context of the Study, this stage is followed by the positive migration application decision, when the migrant is preparing to leave the country⁸.

Residency (post-arrival) migration stage: In the context of the Study, this stage is followed by the pre-departure stage, when the migrant arrives in the country of destination.⁹

Pre-departure or Pre-entry measures: In the context of the Study, action provided by the country of destination or future employers, and course of action taken by the third-country nationals that is a condition for entering the territory of destination country.¹⁰

Qualification: covers different aspects: (a) formal qualification: the formal outcome (certificate, diploma or title) of an assessment and validation process which is obtained when a competent body determines that an individual has achieved learning outcomes to given standards and/or possesses the necessary competences to do a job in a specific area of work. A qualification confers official recognition of the value of learning outcomes in the labour market and in education and training. A qualification can be a legal entitlement to practice a trade; (b) job requirements: the knowledge, aptitudes and skills required to perform the specific tasks attached to a particular work position.¹¹

Recognition of foreign qualifications: A formal acknowledgement by a competent authority of the validity of a foreign qualification with a view to access to educational and/or employment activities.

Recognised professions: professions that require authorisation from competent authorities in order to be practised by third-country nationals¹².

Residence permit: Any authorisation issued by the authorities of an EU Member State allowing a non-EU national to stay legally in its territory, in accordance with the provisions of [Regulation 265/2010 \(Long Stay Visa Regulation\)](#).

Third-country national: Any person who is not a citizen of the European Union within the meaning of Art. 20(1) of [TFEU](#) and who is not a person enjoying the Union [right to free movement](#), as defined in Art. 2(5) of the [Schengen Borders Code](#). According to this definition, nationals of NO, IS, LI and CH are not considered to be third-country nationals. This is also consistent with Art. 2(6) of the [Schengen Borders Code](#).

Voluntary integration programmes: May be of the same nature as mandatory measures and conditions (classes, long-term commitment, etc.). However, such programmes are voluntary, which means there is no obligation for third-country nationals to engage with one of them. In addition, no sanctions weighing on the residence permit or status are organised where persons do not properly attend integration programmes. However, incentives may have been introduced to motivate third-country nationals to participate in integration programmes.¹³

⁶ As defined in study: http://www.epc.eu/documents/uploads/pub_6519_reportintegrationschemesfinalversionpdf-en.pdf

⁷ <http://www.mipex.eu/>

⁸ https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/legal_migration/tor-fitnesscheckstudyv15-clean-annex_i-v_en.pdf

⁹ *ibid*

¹⁰ *ibid*

¹¹ <http://www.eqavet.eu/qa/gns/glossary/q/qualification.aspx>

¹² <https://publications.iom.int/books/recognition-qualifications-and-competences-migrants>

¹³ As defined in study: http://www.epc.eu/documents/uploads/pub_6519_reportintegrationschemesfinalversionpdf-en.pdf

ADVISORY GROUP

For the purpose of providing support to EMN NCPs while undertaking this Focussed Study and for developing the Synthesis Report, an “Advisory Group” has been established. The members of the Advisory Group for this Study, in addition to COM and the EMN Service Provider (ICF), are (currently) 11 NCPs.

EMN NCPs are thus invited to send any requests for clarification or further information on the Study to the following “Advisory Group” members:

- ★ COM: Nuria Diez Guardia (Nuria.DIEZ-GUARDIA@ec.europa.eu)
- ★ EMN Service Provider: Almina Bešić (almina.besic@icf.com) and Sara Bagnato (sara.bagnato@icf.com).
- ★ CZ EMN NCP: Lenka Kabancova (lenka.kabancova@mvcr.cz) and Toušková Ludmila (ludmila.touskova@mvcr.cz)
- ★ DE EMN NCP: Julian Tangermann (julian.tangermann@bamf.bund.de)
- ★ EE EMN NCP: Ave Lauren (ave.lauren@tlu.ee)
- ★ FI EMN NCP: Johanna Vaananen (johanna.vaananen@migri.fi)
- ★ HR EMN NCP: Nera Komarić (nkomaric@iom.int)
- ★ IE EMN NCP: Emma Quinn (Emma.Quinn@esri.ie) and Sarah Groarke (sarah.groarke@esri.ie)
- ★ LT EMN NCP: Mantas Jeršovas (mantas@iom.lt) and Aurelija Makauskienė (aurelija@iom.lt)
- ★ LU EMN NCP: Ralph Petry (ralph.petry@uni.lu) and Adolfo Sommaribas (adolfo.sommaribas@uni.lu)
- ★ SE EMN NCP: Marie Bengtsson (marie.bengtsson@migrationsverket.se)
- ★ SK EMN NCP: Katarina Kubovicova (kkubovicova@iom.int) and Sona Obonova (sobonova@iom.int)
- ★ NL EMN NCP: Elske Oranje (e.oranje@ind.minvenj.nl)
- ★ UK EMN NCP: Carlyne Tah (Carolyne.Tah@homeoffice.gsi.gov.uk)

TIMETABLE

The following implementation timetable has been agreed for the Study:

Date	Action
12 th of February 2018	Circulation of the 1 st draft of the common template to NCPs to provide comments (by 23rd February 2018)
13 th March 2018	Launch of the study, with a deadline to send the national reports (by 2nd July 2018)
13 th August 2017	Circulation of the 1 st draft of the SR to all NCPs to provide comments (by 27th August 2018)
10 th September 2018	Circulation of the 2 nd draft of the SR to all NCPs to provide final comments (by 17th September 2018)
24 th September	Circulation of the 3 rd draft of the SR to all NCPs to provide final comments (by 1st October 2018)
15 th October	Finalisation of the Study and publication on the EMN website

TARGET AUDIENCES

The main target audiences for this study are EU Member States, European Union, relevant national, international governmental and non-governmental organisations, private sector entities, employers' associations, trade unions, academia and the general public.

EMN FOCUSED STUDY 2018

Labour market integration of third-country nationals in EU Member States

TEMPLATE FOR NATIONAL CONTRIBUTIONS

This template outlines the information that should be included in the National Contributions to this focussed study. For national contributions, the total number of pages should **not exceed 55 pages**. A limit of **35** pages will apply to the Synthesis Report, in order to ensure that it remains concise and accessible.

The study's outcomes will consist of national reports for every country participating in the EMN except Norway, and an EU-level synthesis report, summarising the main results. The study shall be disseminated to policy makers and practitioners through the regular dissemination channels of the EMN. Since the study is topical to policy development, the dissemination plan may also include EU-level and national Conferences. To discuss the study at an EMN Annual Conference could be one option.

TOP-LINE "FACTSHEET"

National contribution (1 page only)

Please introduce the study and draw out key facts and figures from across all sections of the Focussed Study, with a particular emphasis on elements that will be of relevance to (national, regional or local) policymakers.

Policy within the framework of labour market integration of third-country nationals

The current study focuses specifically on labour market integration measures for regularly staying third-country nationals who have the right to work, with the exception of beneficiaries of international protection and international students/graduates. Hence, this means that among others highly-skilled migrants, labour migrants and family migrants are concerned. There is no focussed policy in the Netherlands for this specific target group and there are no strategic documents or models specifically aimed at this group.

Newcomers

There is a focussed policy for certain groups of newcomers, namely the civic integration policy. Family migrants, beneficiaries of international protection and (some) spiritual counsellors are required to integrate and must participate in a civic integration programme. Migrants who subsequently wish to obtain a permanent residence permit, or family members who wish to obtain an independent right of residence, must prove that they have integrated sufficiently or are exempt from integration.

General policy

The Dutch government focusses on a generic policy in which the accent is on Dutch norms and values and the Dutch language. Finding a job is considered a means of integration.¹⁴ Third-country nationals who fall within the target group can build an independent livelihood through the regular policy and by making use of the regular provisions meant to stimulate labour market integration.

Dutch nationals with a migration background

The programme Further Integration into the Labour Market (VIA), published earlier this year by the Minister of Social Affairs and Employment, was developed specifically to further the position in the labour market of Dutch nationals with a migration background, as they are currently underperforming, and is therefore not only limited to the target group of the present study.¹⁵ Since 2014 an increasing number of specific measures have been implemented for the benefit of the (labour market) integration of beneficiaries of international protection. Beneficiaries of international protection, however, do not fall within the scope of this study.

An example of a promising measure

One measure that can be highlighted is part of the civic integration programme and aimed at migrants' preparation for the Dutch labour market: the so-called *Oriëntatie op de Arbeidsmarkt Onderdeel* (Orientation to the Labour Market Component, ONA). This component explores the individual migrant's labour market perspectives. It is a compulsory component for a small section of the target group, namely family members of EU citizens and migrants from third countries who are

¹⁴ Letter to Parliament on the progress of the Integration Agenda 2016 (05-12-2016). Consulted on 14-05-2018 via: <https://www.rijksoverheid.nl/documenten/kamerstukken/2016/12/05/kamerbrief-voortgangsbrief-agenda-integratie-2016>. NB The government is currently considering policy changes in the field of integration. This is stated in the coalition agreement 'Vertrouwen in de Toekomst' ['Confidence in the Future']: <https://www.rijksoverheid.nl/regering/regeerakkoord-vertrouwen-in-de-toekomst/4.-nederland-in-de-wereld/4.6-integratie>

¹⁵ Central government (2018) Letter to Parliament 'Verdere Integratie op de Arbeidsmarkt: de economie heeft iedereen nodig!' ['Further Integration into the Labour Market: the economy needs everyone!'] Consulted on 17-04-2018 via: <https://www.rijksoverheid.nl/documenten/kamerstukken/2018/03/30/kamerbrief-verdere-integratie-op-de-arbeidsmarkt-de-economie-heeft-iedereen-nodig>

from third countries themselves. Family members of EU citizens who are also EU citizens themselves are not required to integrate. The ONA module has not been evaluated as yet.

1 Part I: General and labour market integration policies

*This section aims to provide an overview of general and labour market integration policies targeting third-country nationals across Member States, **excluding policies tailored for students/graduates, beneficiaries of international protection and asylum seekers**. The focus is on existing policies that have either been implemented recently (as of 2014) or that have been changed since 2014.*

1.1. OVERVIEW OF INTEGRATION POLICIES IN MEMBER STATES

Q1. Please briefly describe the context in your Member State pertaining to the situation of third-country nationals.

For this question please also include third-country nationals outside the scope of the study i.e. students, asylum seekers and beneficiaries of international protection.

a) What are the main categories of third-country nationals coming to your Member State? Were there any changes in the composition from 2014 onwards?

In the Netherlands, a distinction is made between two types of residence permits: international protection and regular. Family members of beneficiaries of international protection also qualify for an international protection residence permit in the Netherlands, on condition that the application for international protection or a regular provisional residence permit for family reunification is submitted within 3 months after the international protection status was granted to the main person and all other conditions have been met.

The table below shows the number of residence permits issued according to reason in the period 2014 until 2017.

Table 1: number of residence permits according to reason in the period 2014-2017

	2014	2015	2016	2017
Family reasons	22,115	21,683	24,962	30,968
Educational reasons	12,746	15,263	16,317	17,237
Remunerated activities reasons	11,780	13,308	14,621	13,645
International protection status	-	-	-	-
Refugee status and subsidiary protection	12,466	16,896	21,988	10,564
Humanitarian reasons¹⁶	6,154	14,188	12,260	15,249
Residence only	14,040	17,495	22,520	11,355
Other reasons not specified	4,100	4,217	4,136	4,333
Unaccompanied minors	1	3	0	0

¹⁶ This concerns both the international protection and regular residence permits issued. Hence, residence permits issued to family members of beneficiaries of international protection for family reunification are also included.

Victims of trafficking in human beings	181	137	119	153
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Source: Eurostat

b) In which sectors are third-country nationals predominantly occupied (e.g. agriculture, services, manufacturing, construction, personal care, seasonal jobs)? Are there differences in the employment rates of foreign and national citizens? Are there any differences in the employment rates by sex?

No figures are available on the number of third-country nationals employed per specific sector.

Within the Netherlands, no specific figures are recorded with regard to unemployment disaggregated according to nationality.¹⁷ Therefore, it is not possible to say whether there are any differences in unemployment figures between third-country nationals and Dutch nationals in the Netherlands. Although no unemployment figures are available with respect to nationality, unemployment figures are available disaggregated into Dutch background, Western migration background¹⁸ and non-Western migration background.¹⁹ See the figure below for these statistics. It is evident from these statistics that the unemployment rate is lower for people with a Dutch or Western migration background compared to people with a non-Western migration background. Persons with a migration background may, however, have Dutch nationality.

Finally, it is not possible either to answer the question whether there is a difference in unemployment between third-country nationals on the basis of gender, since no figures are being recorded on unemployment disaggregated according to nationality.

Year	Dutch background	Western migration background	Non-Western migration background
2014	6.1	8.7	16.5
2015	5.6	8.6	15.2
2016	4.9	7.2	13.2
2017	3.9	5.7	11.1

¹⁷ Data are available on the employed population (15 years and over) according to country of birth, gender, profession and level of education; and data on the population (15 years and over) according to country of birth, gender, age, employment status and level of education.

¹⁸ This concerns persons with a migration background from the countries in Europe (excluding Turkey), North America, Oceania, Indonesia and Japan.

¹⁹ This concerns persons with a migration background from the countries in Africa, Latin America and Asia (excluding Indonesia and Japan) or Turkey.

Figure 1: unemployment in the period 2014 to 2017 inclusive according to origin

Source: Statistics Netherlands (CBS), Labour participation and migration background, 14 February

2018: <https://opendata.cbs.nl/statline/#/CBS/nl/dataset/82809NED/table?dl=8010>

c) What are the main integration challenges your Member State focuses on? Describe briefly.

In 2017 the Research and Documentation Centre (WODC) presented a report on the integration of asylum migrants who settled in the Netherlands between 1995 and 1999.²⁰ It is evident from this report that one of the main challenges is the participation by beneficiaries of international protection, who are underperforming. In addition, the report shows that the labour participation of beneficiaries of international protection immediately after their settlement is considerably lower than that of labour and family migrants. The difference decreases in the course of time, but does not fully disappear. Another relevant point from the study is that the labour market participation of female migrants in particular is lagging behind.

The greatest challenge as regards the integration of third-country nationals is particularly the (labour market) integration of refugees. Consequently, it is a priority for the government to teach refugees the Dutch language as soon as possible and to find employment for this group. In particular, reports that a large percentage of refugees were on benefits have resulted in a considerable amount of attention being paid to the labour market integration of this group since the end of 2017.²¹ As the specific policy for this group is beyond the scope of this study, the main policy priorities of the Dutch government with respect to integration do not fall within the scope of this study.

In the coalition agreement (presented in 2017) it was laid down that asylum seekers with a good chance of being granted international protection should already be given language lessons while in reception to improve their integration.²² It is evident from the agreement that a fast integration of refugees is high on the government agenda. This integration involves learning the language, getting acquainted with and respecting the Dutch norms and values and quickly finding a job. The coalition agreement explicitly refers to the number of newcomers on benefits, which is too high according to the government.

This evident focus on improving the labour market integration of beneficiaries of international protection falls within the more general challenge of improving the labour market position of Dutch nationals with a migration background. The programme Further Integration into the Labour Market (VIA), explained in more detail in Q5, was developed to further the position in the labour market of Dutch nationals with a migration background, as they are currently underperforming. Within this programme, attention is paid to facilitating and supporting employers, and interventions have been included focussed on potential employees with a migration background, including beneficiaries of international protection. Countering discrimination on the labour market is also an important issue herein.

Q2. Is the term “integration” defined in national legislation or strategic documents of your Member State? If so, please describe the definition and its context, also specify whether these definitions explicitly relate to employment.

Please specify how this definition relates to the Common Basic Principles for immigrant integration policy in the EU adopted by the Council in 2004 (http://www.eesc.europa.eu/resources/docs/common-basic-principles_en.pdf).

²⁰ WODC (2017) Een kwestie van tijd? De integratie van asielmigranten: een cohortonderzoek. [A matter of time? The integration of asylum migrants: a cohort study.] Consulted on 10 April 2018 via: https://www.wodc.nl/binaries/Cahier%202017-3_Volledige%20tekst_tcm28-248077.pdf

²¹ See Parliamentary questions with answers TK 2017-2018, 1228, Answer to questions by member Becker on the report 'Gros van de vluchtelingen in de bijstand' ['Majority of refugees on benefits']

²² Vertrouwen in de toekomst [Confidence in the future]: Coalition agreement 2017-2021 between VVD, CDA, D66 and ChristenUnie (2017).

No, the term integration has not explicitly been defined in Dutch legislation or important strategic documents. However, on the basis of the formulation and presentation of the integration policy, a clear picture can, of course, be painted of the government's current views on the concept of 'integration'. Terms such as 'being able to build an independent livelihood in the Netherlands'²³ and 'participation in Dutch society'²⁴ paint a picture of the definition of integration adopted in the Netherlands. In this definition, great emphasis is placed on mastering the Dutch language, finding and having a job, or participating in an educational programme. The concept of integration has also become intertwined with sociocultural norms and values in the Netherlands. The participation statement that third-country nationals have been required to sign since 2017 shows that getting acquainted with the rights, duties and fundamental values of Dutch society is currently considered as an essential part of the term integration.²⁵

The Dutch approach to the concept of integration is largely in line with the *Common Basic Principles* that were adopted in 2014. In particular where language, education, work and norms and values are concerned, the Dutch approach is highly similar to the *Common Basic Principles*. Aspects that are less evident in the Dutch approach but are addressed explicitly in the *Common Basic Principles* are:

- integration is a two-way process in which current residents also play an important role;
- access for immigrants to institutions and services on the basis of equality and non-discrimination;
- frequent interaction between immigrants and current residents;
- the participation of immigrants in the democratic process and in the formulation of integration policies.

Q3. Does your Member State have a specific policy/strategic document/model for the integration of third-country nationals within the scope of this study? YES/NO.

If YES please briefly describe, by providing the title, time frame, institutional framework for implementation and oversight (around 200 words) Please focus on general integration measures, as labour market integration will be addressed in the subsequent sections.

No, the Netherlands does not have a specific policy/strategic document/model for the integration of third-country nationals within the framework of this study.

The current study is specifically focussed on labour market integration measures for regularly staying third-country nationals with the right to work, with the exception of beneficiaries of international protection and international students/graduates. Hence, it concerns highly-skilled migrants, labour migrants and family migrants among others.

There is no targeted policy for these groups in the Netherlands and there are no strategic documents or models targeting these groups specifically.

²³ Integration memo 'Integration, bonding, citizenship' (2011), page 1. Consulted on 19 April 2018 via: <https://www.rijksoverheid.nl/documenten/beleidsnota-s/2011/06/16/integratienota>

²⁴ Central government (2018) Letter to Parliament 'Verdere Integratie op de Arbeidsmarkt: de economie heeft iedereen nodig!' [Further Integration into the Labour Market: the economy needs everyone!] Consulted on 17-04-2018 via:

<https://www.rijksoverheid.nl/documenten/kamerstukken/2018/03/30/kamerbrief-verdere-integratie-op-de-arbeidsmarkt-de-economie-heeft-iedereen-nodig> Inburgering en integratie van nieuwkomers. [Civic integration and the integration of newcomers.] Consulted on 19 April 2018 via:

<https://www.rijksoverheid.nl/onderwerpen/nieuw-in-nederland/inburgering-en-integratie-van-nieuwkomers>

²⁵ See for instance the report by NIDI (Netherlands Interdisciplinary Demographic Institute, 2012) De etnische bril: Categorisering in het integratiebeleid. [Through ethnic glasses: Categorisation in the integration policy.] Consulted on 19 April 2018 via:

<https://www.nidi.nl/shared/content/output/books/nidi-book-84.pdf>

If NO, do you have a mainstream integration approach? Please very briefly describe (around 200 words)

Yes, in the Netherlands there is a mainstream approach to integration.²⁶ In its current integration policy, the Dutch government emphasises the Dutch norms and values and the Dutch language.²⁷ This applies to general integration measures and is also reflected in the civic integration policy directed at newcomers.²⁸

Civic integration policy

There is a targeted policy for certain groups of newcomers, namely the civic integration policy. Family migrants, beneficiaries of international protection and (some) spiritual counsellors are required to integrate and must participate in a civic integration programme. This also applies to migrants between 16 years and pensionable age. The Minister of Social Affairs and Employment is responsible for the civic integration policy. This civic integration policy entails that migrants who are required to integrate on grounds of the Civic Integration Act are required to take a civic integration examination at their own expense (in some cases a loan is provided).²⁹ If participants in the civic integration programme are unable to pass the examination, sanctions can be imposed, such as fines. Another consequence of not integrating is that the migrant will not qualify for a stronger right of residence or naturalisation. Migrants who subsequently wish to obtain a permanent residence permit, or family members who wish to obtain an independent right of residence, must prove that they have integrated sufficiently or are exempt from integration.

In addition, the Civic Integration (Preparation Abroad) Act obliges those family migrants and spiritual counsellors wishing to go public who are required to obtain a regular provisional residence permit (mvv) to pass a basic examination abroad first before qualifying for a residence permit. These are third-country nationals of 18 years up to pensionable age.

Highly-skilled migrants

Highly-skilled migrants and researchers who have a temporary residence permit may turn to various expat centres in the Netherlands for their integration. Expat centres are service centres that have been developed for highly-skilled migrants, researchers and their employers, where they can ask questions, but particularly where they can manage their affairs with the government.

Generic policy

The integration policy consists as well of mainstream policy directed at all residents of the Netherlands with a need for integration. Within the framework of the integration policy, the Dutch government pays extra attention to, for instance, anti-discrimination measures. In the Netherlands, the integration policy is primarily local and formulated on a municipal level. This is because under the Participation Act, the municipality is responsible for all people who are able to work and need support to do so.

²⁶ We understand 'mainstream integration approach' to mean the general Netherlands policy for integration. Hence, this is a policy that does not specifically focus on the target group, but only on integration in a general sense. The policy for labour market integration will be discussed in question 5.

²⁷ Letter to parliament on progress in Integration Agenda 2016 (05-12-2016). Consulted on 14-05-2018 via: <https://www.rijksoverheid.nl/documenten/kamerstukken/2016/12/05/kamerbrief-voortgangsbrief-agenda-integratie-2016>. NB The government is currently considering policy changes in the field of integration. This was laid down in the coalition agreement Vertrouwen in de Toekomst ['Confidence in the Future']: <https://www.rijksoverheid.nl/regering/regeerakkoord-vertrouwen-in-de-toekomst/4.-nederland-in-de-wereld/4.6-integratie>

²⁸ Klaver, dr. J.F.I., dr. A. Odé, *drs.* W. Smit LLM, B. Witkamp, Synthesestudie beleidsdoorlichting integratiebeleid [Synthesis Study Integration Policy Audit], Regioplan, Amsterdam, Oktober 2017. (Study commissioned by the Ministry of Social Affairs and Employment)

²⁹ Section 5, Civic Integration Act.

Hence, under the Participation Act, municipalities themselves are able to give shape to the assistance in integration. As a result, these approaches are different throughout the country.

The answer to Q5 will further elaborate on the specific measures within the framework of labour market integration.

If your Member State has a specific policy/strategic document/model for the integration of third-country nationals within the scope of this study:

Q4. What are the main fields/measures which are being actively implemented as part of the specific policy/ strategic document/model for the integration (e.g. knowledge of language, civic orientation, values, constitution, culture, history, recognition of qualifications, housing, education, support of joint activities between nationals and third-country nationals etc.)? Please briefly list (around 200 words)

Please focus on general integration measures, as labour market integration will be addressed in the subsequent sections.

N/A

1.2. LABOUR MARKET INTEGRATION POLICIES IN MEMBER STATES

Q5. Does your Member State have a specific policy/strategic document/model for labour market integration of third-country nationals within the scope of this study? NO

No, the Dutch government does not have a specific policy for the labour market integration of third-country nationals within the scope of this study. This target group falls under the general approach by the government to improve labour market integration.

If YES: Please describe:

a) is it part of a general integration policy/strategy?

b) When was this strategy / policy document developed? Please briefly describe the rationale behind the strategy (considerable increase of incoming third-country nationals, labour market needs, social cohesion, fight against poverty, fight against discrimination etc.).

c) What is/are the target group(s) of the labour market integration strategy (e.g. all third-country nationals, family members, workers, or is there a specific focus, such as on recently arrived)?

d) Does your Member State provide labour market integration measures to all third-country nationals or only to those with a prospect of permanent residency? Please elaborate.

e) What are the main objectives of the labour market integration strategy?

Objectives:

If NO: does your MS have a mainstream approach with regard to labour market integration?

If so, please describe the mainstream approach focussing only on those measures for third-country nationals within the scope of this study.

Yes, the Netherlands has a mainstream approach to labour market integration. The general policy for labour market integration builds upon the general integration policy. This means a clear focus on finding a job as a means of integration and being part of Dutch society. Strong language skills also play a vital role in this. In the integral migration agenda, presented in March 2018, the integration of family migrants is also mentioned explicitly as a point for attention (in addition to the pressure on beneficiaries of international protection).³⁰ Since 2015, labour market integration has been given a considerable role in the civic integration procedure through the implementation of the component 'Orientation to the Labour Market'. In 2018, the Minister of Social Affairs and Employment (SZW) expressed the wish to make this component even more practice-oriented in the future.

The government has recently set out a policy with respect to labour market integration. At the start of the year, the Minister of SZW published the programme Further Integration into the Labour Market (VIA).³¹ This is a programme that was developed specifically to further the labour market position of Dutch nationals with a migration background, as they are underperforming. The target group of the programme is broad, namely young people, long-term unemployed and beneficiaries of international protection. The VIA programme is fully in line with the message of (civic) integration: language skills are of great importance, work is essential to participation in Dutch society and one's own commitment is vital. It is often difficult for the target group of this programme to find a job as a result of the lack of a network, basic qualifications, language skills and 'soft skills' (employee skills that cannot simply be learned in school). Therefore, the purpose of the VIA programme is, among other things, to address and improve these aspects. The search for a job is also rendered more difficult for persons with a migration background by labour-market discrimination; that is why the government is of the opinion that extra attention needs to be paid to this as part of the labour market integration of individuals with a non-Western migration background. All of this fits in with the government's broader approach aimed at an inclusive labour market.

The government assigned an important role in the policy to employers. According to the government, employers in the 'shortage sectors' in particular are being stimulated to exchange information with regard to offering opportunities to persons at a distance from the labour market. It should be made easier for them to reach this target group and the government aims to share more expertise with employers with respect to an inclusive work culture.

According to the government, jobseekers with a migration background themselves are initially responsible for seizing the opportunities handed to them. Municipalities, employers and training institutes should work together to gain a better insight into the skills of jobseekers. The Participation Act is meant to stimulate jobseekers to learn the language faster and start seeking a job actively.

Q6. Have the increased migration flows since 2015 had any influence on the current regulation and/or policy of integration of third-country nationals in the labour market (e.g. has there been an increase of cooperation between different stakeholders and services as a consequence of

³⁰Letter to Parliament on the integral migration agenda (29-03-2018). Consulted on 19-04-2018 via: <https://www.rijksoverheid.nl/documenten/kamerstukken/2018/03/29/tk-integrale-migratieagenda>

³¹ Central government (2018) Letter to Parliament 'Verdere Integratie op de Arbeidsmarkt: de economie heeft iedereen nodig!' ['Further Integration into the Labour Market: the economy needs everyone!'] Consulted on 17-04-2018 via: <https://www.rijksoverheid.nl/documenten/kamerstukken/2018/03/30/kamerbrief-verdere-integratie-op-de-arbeidsmarkt-de-economie-heeft-iedereen-nodig>

increased migration flows or some measures/activities/finances were stopped due to new identified priorities)? If so, please briefly describe the changes.

Please do not focus on measures for beneficiaries of international protection, but only on changes in integration measures for other third-country nationals as a result of the migration flows since 2015.

No, the increased influx of asylum seekers in 2015 has not had any direct influence on the general integration policy. However, the comprehensive migration agenda that was presented in March 2018 mentions that the increased asylum influx has taught that it is important to cooperate on different levels with multiple parties.³²

Q7. Have there been any debates in media/academia/NGOs on integration generally and integration in the labour market specifically, recently? Refer to the target group within the scope of this study. Please shortly describe the topics discussed.

Yes, there have been debates in media/academia/NGOs on integration in general. No discussions have recently been held (2017/2018) specifically on the integration of the target group of this study into the labour market.

The public debate in the past year was mainly dominated by the integration policy for asylum migrants. This was the result of the large influx of asylum seekers, a group that does not fall within the scope of the study.

The following subject was addressed with regard to third-country nationals with residence status and work permits:

- At the end of 2017, a debate occurred in the media on the **effectiveness of the Dutch civic integration policy**.³³ This debate was based on a report by the Netherlands Court of Audit on the initial results of the Civic Integration Act 2013, which was presented to the House of Representatives on 24 January 2017. A discussion took place in the media on the findings of the report, from which it became evident that, among other things, fewer migrants were passing the civic integration examination and that the language levels of newcomers were lowering. As a consequence, fewer (labour) migrants would be integrated and it would be more difficult for them to find an (new) job.

Q8. Is the labour market integration of third-country nationals within the scope of this study, seen as a political priority in your Member State and if so, by whom (national government, legislator, or other political actors)?

No, the labour market integration of the specific group of third-country nationals within the scope of this study is not seen as a political priority in the Netherlands. As indicated earlier, the labour market integration of Dutch nationals with a migration background is a political priority for the Dutch government. Among other things this gave rise to the programme Further Integration into the Labour Market (VIA), explained in more detail in Q5. This programme pays specific attention to the labour market integration of beneficiaries of international protection, as described in Q1C. As a result of the high influx in 2015 and the large number of family reunifications with beneficiaries of international protection, who will also be granted an international protection status in the Netherlands, the government mainly prioritised the integration of beneficiaries of international protection in 2016 and 2017. Therefore, the specific group of third-country nationals within the scope of this study is not seen as a political priority.

³² *Parliamentary Papers II* 2017/18, 19637 no 2375 (Integral Migration Agenda, 29 March 2018) <https://zoek.officielebekendmakingen.nl/kst-19637-2375.html>

³³ 'Rekenkamer: inburgering nieuwe stijl werkt niet' ['Court of Audit: new style civic integration does not work'], NOS, 24 January 2017. <https://nos.nl/nieuwsuur/artikel/2154662-rekenkamer-inburgering-nieuwe-stijl-werkt-niet.html> and 'Rekenkamer maakt korte metten met inburgeringsbeleid' ['Court of Audit comes down heavily on civic integration policy'], Elsevier, 24 January 2017. <https://www.elsevierweekblad.nl/nederland/achtergrond/2017/01/rekenkamer-maakt-korte-metten-met-inburgeringsbeleid-439942/>

1.3. IMPLEMENTATION OF LABOUR MARKET INTEGRATION POLICY: INSTITUTIONAL FRAMEWORK, MONITORING AND EVALUATION

Q9. Please provide an organogram of the institutional framework for the labour market integration of third-country nationals within the scope of this study indicating responsibilities of the different governmental actors in implementing integration policies and measures. Please also include local level and central level governance structures.

Please also include any other stakeholders/major players (e.g. Public Employment Services, NGOs, chambers of commerce, trade unions), if they have a significant role. Local level initiatives should only be included, if i) they arise from a national level mandate, or ii) they are established / operating through national funding mechanisms.

Name of national competent authority/ organisation	Responsibilities for implementing integration policies and measures
Ministry of Social Affairs and Employment - Society and Integration Department	The Society and Integration Department is responsible for policy development aimed at (civic) integration into society ³⁴ . Important targets in this policy are economic independence, participation in civic integration programmes and participation in society by migrants. This policy forms a framework in which municipalities implement their local integration policy.
Employee Insurance Agency (UWV)	The UWV is an implementing organisation of the Ministry of SZW and its duties include furthering employment and participation in society. ³⁵ Each unemployed person in the Netherlands, irrespective of their nationality, is entitled to the regular services provided by the UWV and may participate in specific projects. Third-country nationals are, however, subject to the condition that they must have an indication of work status from which it is evident that work is freely allowed.
The Education Executive Agency (DUO)	The DUO is the implementing organisation for education of the central government. The DUO was commissioned by the Ministry of Social Affairs and Employment to implement the Civic Integration Act ³⁶ . Important duties as part of this implementation are, among other things, organising civic integration examinations, collecting and managing education data in various databases, the provision of student financing, collecting tuition fees and student debts, and recognising diplomas.
Municipalities	At a local level, municipalities are responsible for the integration of third-country nationals and guiding them towards employment. To achieve this, they develop a local policy within the policy framework provided by the Ministry of SZW. Since October 2017, municipalities have had statutory duties in the counselling of migrants. This is also laid down in the Civic Integration Act. It primarily concerns beneficiaries of international protection. Municipalities are also responsible for guiding persons who are on social assistance benefits (irrespective of their nationality) towards employment.

³⁴ See Ministry of Social Affairs and Employment (SZW) website:

<https://www.rijksoverheid.nl/ministeries/ministerie-van-sociale-zaken-en-werkgelegenheid/organisatie/organogram/directeur-generaal-sociale-zekerheid-en-integratie>

³⁵ See UWV website: <https://www.uwv.nl/overuwv/wat-is-uwv/organisatie/detail/missie-visie>

³⁶ See DUO website: <https://duo.nl/organisatie/over-duo/wat-doen-we.jsp>

Q10. Does your Member State produce periodic monitoring reports (e.g. annual reports) on labour market integration of third-country nationals within the scope of this study? If yes, what are the main integration indicators? How are they compiled and by whom? How do they relate to the Zaragoza indicators adopted in 2004³⁷?

Please briefly describe main trends observed, especially focusing on the indicators related to the labour market integration of third-country nationals. Please describe the methods (qualitative, quantitative) and data (census data, survey data, administrative data) used to produce such reports.

No, the Dutch government does not produce periodic monitoring reports, such as annual reports, on labour market integration of third-country nationals within the scope of this study.

However, Statistics Netherlands (CBS) and the Netherlands Institute for Social Research (SCP) have been commissioned by the government to publish an Annual Integration Report³⁸ each year, which describes the integration of various groups of origin in our society by means of themes, such as population, education, labour market, social security, income, criminality, health and social participation. The labour market theme contains a description of labour market participation according to origin and demographics.

In addition, the results of civic integration courses are monitored by the Education Executive Agency (DUO). Their statistics relate to the number of persons that met the requirement to participate in civic integration programmes, and they are updated every 4 months.³⁹

Q11. Please describe the main challenges and obstacles in designing and implementing labour market integration policies for third-country nationals within the scope of this study in your Member State?

Please also mention which stakeholders face these challenges and obstacles.

As stated in the previous answers, there is no specific policy in the Netherlands for the target group of this study. This means that there are no major challenges and obstacles in designing and implementing policies.

2 Part II: Member States measures and practices facilitating labour market integration of third-country nationals

*This part aims to provide an overview of the main integration approaches and identifying existing individual measures that have either been implemented recently (as of 2014) or that have been changed since 2014. The target group is third-country nationals across Member States, **excluding students/graduates, beneficiaries of international protection and asylum seekers.***

2.1 OVERVIEW OF MAIN INTEGRATION AREAS

Q12. Please indicate in the table below and describe the main areas/components of your policy for integration of third-country nationals into labour market.

If your Member State has a mainstream policy, please focus only on specific measures for third-country nationals' integration into the labour market within the scope of the study

Please focus on:

a) *The main objectives and approach in each relevant area, and actors involved.*

³⁷ Please also refer to the information provided in the FRA report: Together in the EU - Promoting the participation of migrants and their descendants <http://fra.europa.eu/en/publication/2017/migrant-participation>

³⁸ This is not done specifically using the Zaragoza indicators, but the information contained in the database is comprehensive, so that comparable statistics can be retrieved.

³⁹ See <https://duo.nl/zakelijk/inburgeren/cijfers-over-inburgeren/cijfers-inburgeren.jsp> for these statistics. The statistics are disaggregated into beneficiaries of international protection, family migrants and other persons required to participate in civic integration programmes.

b) Briefly describe the implementation framework.

Please only refer to the general approach for each area without describing specific measure, which will be described in the section below.

There is no specific policy with respect to the integration of third-country nationals into the labour market, except the civic integration policy. This policy is, however, not specifically designed for the target group of this study. It is not applicable to economic migrants, while it does apply to beneficiaries of international protection.

The table below primarily describes those measures that are specifically aimed at the labour market integration of third-country nationals.

In addition, there are several regular measures for integration into the labour market that can be used by the study target group among others. It is, however, the case that if an economic migrant is no longer employed and the ground on which their residence permit had been granted has lapsed *and* the migrant does not qualify for a different purpose of residence either, this migrant will have to leave the Netherlands.

Implementation of the active labour market policy has been assigned to the Employee Insurance Agency (UWV) and the municipalities. The UWV provides all jobseekers with support in their labour market integration (thus third-country nationals included) by means of basic assistance. In addition, persons on benefits will receive supplementary assistance in which various instruments can be deployed as needed. These persons may include third-country nationals. Municipalities provide jobseekers on social assistance benefits with support in their labour market integration. Third-country nationals may also qualify for social assistance benefits.

The general labour market policy is designed on a local level. The implementation of the policy is effected by the municipalities and the UWV, often by means of a tailored solution. The approaches are different throughout the country. The table below globally shows some regular instruments that are in place to improve the integration policy, but it also refers to the information above. The comprehensive approach to labour market integration without a specific policy for target groups causes measures to be sensitive to the situation.

These general measures will not be described in further detail below.

Area/component	General overview Please describe the scope and aim under each area. If relevant, specify if measures are voluntary or compulsory and is they are provided free or charge.	Stakeholders Briefly describe who is responsible of planning, implementing, monitoring and for the oversight of the implementation of measures under each area.
1. Training and Qualification (including digital tools aiming to promote learning and foster integration into the labour market)	With regard to training and qualification, the Netherlands has the following measures specifically for the labour market integration of third-country nationals: <ol style="list-style-type: none"> The component <u>orientation to the labour market</u> (ONA), as part of the civic integration examination, is intended to prepare migrants for the Dutch labour market. As part of the programme, a portfolio must be compiled that 	Those responsible for planning, implementing, monitoring and for the oversight of these measures are: <ol style="list-style-type: none"> This component is embedded in the compulsory civic integration examination. The Education Executive Agency (DUO) is responsible for the organisation of civic integration examinations and the enforcement of the requirement to participate in civic integration.

	<p>consists of filling in 8 result cards, 2 vacancies, a letter of application and a Curriculum Vitae. In addition, 64 hours of ONA classes must be taken at a school with a <i>Blik-op-Werk</i> (Prospect-of-Work) quality mark. Since May 2018 it has also been possible to have a final interview with the Education Executive Agency instead of 64 hours of ONA classes.</p> <p>Migrants have to finance this component themselves. A social loan system is available. The debt is waived if asylum migrants and their family members pass the civic integration examination.</p>	<p>In addition, the Education Executive Agency (DUO) is responsible for organising the implementation of the loan system; under conditions migrants can be granted a social loan for taking the examination and completing a civic integration course.</p>
<p>2. Enhancement of (soft) skills Provision of information and counselling</p>	<p>With respect to the enhancement of (soft) skills, the Netherlands has no measures in place for the labour market integration of third-country nationals.</p>	<p>N/A</p>
<p>3. Provision of information and counselling</p>	<p>With respect to the provision of information and counselling, the Netherlands has the following measures for <u>among other things</u> the labour market integration of third-country nationals:</p> <ol style="list-style-type: none"> 1. Via the website <i>Inburgeren in Nederland</i> (Civic integration in the Netherlands, www.inburgeren.nl), DUO provides information on the civic integration requirement, language courses and the loan system. 	<p>Those responsible for planning, implementing, monitoring and for the oversight of these measures are:</p> <ol style="list-style-type: none"> 1. The Education Executive Agency (DUO) is responsible for the provision of information to persons who are required to follow a civic integration programme and manages the Civic Integration Information System (ISI).

	<p>The aim is among other things to support persons participating in a civic integration programme (including third-country nationals) in choosing a language course. This website is public and the information is freely accessible.</p> <p>2. Highly-skilled migrants and their family members who settle in the Netherlands for a shorter period (mainly expats) can turn to various expat centres in the Netherlands for advice and information. This is on a voluntary basis. For certain services a fee may be charged.</p>	<p>2. Expat centres are service centres developed for highly-skilled migrants, researchers and their employers, where they can ask questions, but particularly where they can manage their affairs with the government. That is why staff members from several departments of the municipalities and the IND work at the expat centre. The expat centre also has an alliance with the tax administration, the social insurance bank (SVB) and various other organisations that all contribute to the services in their own way. In addition, the expat centre will refer to the options for integration through events and social activities, and it can refer persons seeking accommodation to landlords.</p>
<p>4. Enhancement of intercultural/civic relations in the workplace</p>	<p>With respect to enhancement of intercultural/civic relations in the workplace the Netherlands has the following measures for <u>among other things</u> the labour market integration of third-country nationals:</p> <p>1. The Employment Discrimination Action Plan⁴⁰</p>	<p>Those responsible for planning, implementing, monitoring and for the oversight of these measures are:</p> <p>1. The government started an awareness campaign and</p>

⁴⁰ Ministry of SZW (2014). Letter to the House of Representatives 'Actieplan arbeidsmarktdiscriminatie en kabinetsreactie SER advies "Discriminatie werkt niet!"' ['Employment Discrimination Action Plan and government response to SER advice "Discrimination does not work!"] of 16 May 2014, ref. 2014-0000070940.

	<p>The action plan contains dozens of actions to counter discrimination in the workplace using five tracks: enforcement, reporting and registration, expertise and awareness, diversity policy, and research. Within the diversity policy, there is room for the support of plans that enhance diversity on the labour market. An example is the project 'Diversity in Business' (<i>Diversiteit in Bedrijf</i>) of the Labour Foundation (SvdA).⁴¹ Companies participating in this project commit themselves to self-set targets to enhance diversity and inclusion in the workplace. Employers can commit themselves to several diversity dimensions, including cultural, ethnic and religious background, gender, age, sexual identity and orientation (LGBTI), and ability to work. Consequently, this project does not exclusively provide for the third-country nationals who make up the target group either.</p>	<p>the Ministry of Social Affairs and Employment supports the project Diversity in Business of the Labour Foundation.</p>
<p>5. Tailor-made comprehensive programmes/plans/contracts targeting specific and/or vulnerable groups</p>	<p>With respect to tailor-made programmes/plans/contracts targeting specific and/or vulnerable groups, the Netherlands has the following measures for <u>among other things</u> the labour market integration of third-country nationals:</p> <ol style="list-style-type: none"> 1. At the start of the year, the Minister of SZW published the programme Further 	<p>Those responsible for planning, implementing, monitoring and for the oversight of these measures are:</p> <ol style="list-style-type: none"> 1. The Ministry of Social Affairs and Employment is responsible for the

⁴¹See website 'Diversity in Business Project of the Labour Foundation': <http://diversiteitinbedrijf.nl/charter-diversiteit-wat-is-het/wat-is-het-charter-diversiteit/>

	<p>Integration into the Labour Market (VIA). This is a programme that was developed specifically to further the labour market position of Dutch nationals with a migration background, as they are underperforming. This also includes the second generation of Dutch nationals with a migration background; the programme is therefore not specifically aimed at persons within the target group. Participation in the programme is on a voluntary basis and free of charge.</p>	<p>implementation of the envisaged programme.</p>
<p>6. Incentive measures for migrants or employers</p>	<p>With respect to incentive measures for migrants or employers, the Netherlands has no measures in place for the labour market integration of third-country nationals.</p>	<p>N/A</p>
<p>7. Support for self-employment</p>	<p>With respect to support for self-employment the Netherlands has no measures in place for the labour market integration of third-country nationals.</p>	<p>N/A</p>

2.2 PROMISING EXAMPLES OF INTEGRATION MEASURES IMPLEMENTED BY MEMBER STATES

This section focuses on selected measures initiated and at the same time implemented and/or financed by the Member States. Please note that any support measure provided by civil society organisations without any (financial) involvement of the Member State is beyond the scope of the study. Only those measures by civil society organisations that receive public support are included.

The focus is on labour integration measures for regularly staying third-country nationals with a right to work. The target group also includes third-country national family members of EU nationals and of third-country nationals. Measures specifically targeting students/graduates and beneficiary of international protection should not be included.

Please describe 1 -2 measures across integration areas for a total of up to 6 measures per MS.

Please prioritise specific measures developed with the aim to support third-country nationals' labour market integration and which are considered a good or promising practice by relevant actors.

Please also include measures (if available) that address the labour market integration of vulnerable or specific groups (vulnerable third-country nationals, women, etc.).

Please do not mention measures focussing on (EU) nationals, beneficiaries of international protection, asylum seekers and students/graduates only. Mainstream measures which are accessible also for (EU) nationals and beneficiaries of international protection should be listed below only in case they represent examples of good or promising practices regarding the integration of third-country nationals (i.e. the measure is frequently used by third-country nationals, there is a positive feedback from third-country nationals etc.).

Labour integration areas

1. **Training and Qualification** (e.g. vocational/job training, recognition of qualification/skill assessment (not to map legal procedures), combating over-qualification (matching skills/qualification with labour market needs), measures to accelerate insertion of third-country nationals into the labour market, digital tools)
2. **Enhancement of (soft) skills** (e.g. work-based language courses, or other language courses for improvement of chances on the labour market, computer literacy, self-development)
3. **Provision of information and counselling** (e.g. enhancement of knowledge about the labour market, career guidance, counselling, mentoring, coaching, website, leaflets, IT programmes/applications)
4. **Enhancement of intercultural/civic relations in the work place inclusion** (e.g. prevention of discrimination and awareness raising about diversity in the workplace, civic/ social-cultural orientation courses provided as a part of inclusion in the workplace)
5. **Tailor made measures** to specific group of third-country nationals (e.g. programmes/plans/contracts containing different elements of labour market integration for e.g. women, vulnerable persons)
6. **Incentive measures for migrants or employers** (e.g. measures to encourage employers to hire migrants or migrants to take a job)
7. **Support for self-employment** (e.g. entrepreneurship courses, courses on how to set up a company)

Type of measures

1. Programme and systematic measures (multi-year / long term)
2. Projects (ad-hoc)
3. Legislative/policy (structural) measure

Strategy in the Netherlands to find any promising examples:

We asked the following parties for 'good practices' that were initiated by the government to guide the specific group of third-country nationals in this study (thus beneficiaries of international protection excluded) to the labour market:

- Ministry of Social Affairs and Employment (SZV), Society and Integration Department
- The Association of Netherlands Municipalities (VNG), Integration Department
- Ministry of Education, Culture and Science (OCW), Emancipation Department
- Platform Integration & Society (KIS)
- Divosa
- Netherlands Association of Senior Secondary Vocational Schools (MBO-raad)
- Contact person for career orientation and guidance (LOB) - Equal Opportunities (*Gelijke Kansen*) project
- IN Amsterdam
- A third-country national in the expat community

All parties indicated that there is no policy specifically aimed at the target group of this study. The measures that were mentioned all related specifically to beneficiaries of international protection, and were therefore not relevant to this study. Only the Society and Integration Department of the Ministry of SZW referred to the component 'ONA' as a project under which the target group of this study might fall (see project filled in for Measure 1 below).

Please fill out the table describing the measures and please copy the table below for further measures.

Measure 1	
Overview	
Name	Orientation to the Dutch Labour Market: component of the civic integration programme
Type	<i>Programme and systematic measures (multi-year / long term)</i>
Area	<i>Training and qualification</i>
Access	All persons required to participate in a civic integration programme have access to this module
Target group	<input type="checkbox"/> Tailor-made labour market integration measure (only third-country nationals) <input checked="" type="checkbox"/> Mainstream labour market integration measure (for all) <i>If the measure is for all, please describe here how third-country nationals are specifically targeted in the measure</i>
Coverage	<i>National</i> <i>If "other", please add further information here</i>
Budget	The budget is approx. N/A It is provided by central government
Link	https://www.inburgeren.nl/examen-doen/examen-ona.jsp
Description	
<p>M1.Q1. Please describe how third-country nationals can access the measure, notably:</p> <p>a) <i>Elaborate in brief on the conditions and process of accessing for third-country nationals</i></p> <p>b) <i>Is the measure voluntary or compulsory? Is it provided free of charge?</i></p> <p>c) <i>If applicable, indicate if there are any differences in conditions for third-country nationals and (EU) nationals</i></p> <p>d) <i>Are there any reasons for a third-country national to be excluded/to lose access to the measure? If so, which ones?</i></p> <div style="border: 1px solid black; padding: 10px;"> <p>a. The ONA component is part of the civic integration examination, which is compulsory if migrants wish to live in the Netherlands for a longer period. Hence, it is aimed at a broad target group, including the target group of this study. Within the target group of this study, the component targets third-country migrants for family formation and reunification and labour migrants who wish to apply for a permanent residence permit. Those required to follow a civic integration programme will receive a letter from the Education Executive Agency (DUO, see question 9) stating the date before which the programme must be completed.</p> <p>b. The examination component is compulsory and costs money. The course to pass the component is not compulsory. A fee is also required for the course. In general, persons required to integrate can borrow money for this purpose from the Education Executive Agency (DUO).</p> <p>c. Persons from the EU are not required to undergo a civic integration programme. Persons who are not required to do so are allowed to take a course.</p> </div>	

- d. No, if a third-country national can afford the course and examination component (also through a loan), he/she has access to this component.

M1.Q2. Please describe briefly the context in which the measure has started:

- a) *When was the measure introduced and what was/is its duration?*
 b) *Any link with the increase of the migration flow starting in 2015 (e.g. the measure was stopped due to changed priorities, conditions to access the measure changed?)*
 c) *What was the need/purpose to start/implement such measure (e.g. labour market needs in the Member State, need for integration of third-country nationals, changes in integration policies, incentive for a migrant/for an employee)*
 d) *When is the measure provided (e.g. upon arrival, upon arrival until (please add till when) , no determined time limitation)*
 e) *Key activities*

- a. The examination for this module has been compulsory since 1 January 2015
 b. No, there is no link to the high influx of 2015
 c. The purpose was to better prepare migrants for the Dutch labour market. Until 2015 the examinations were more focussed on language and culture. This module teaches third-country nationals about the Dutch labour market and the options available in it. In the courses, the level of education and/or the third-country national's work experience in their country of origin is taken into consideration. In addition, the qualities and wishes of the person are mapped out. Compiling a CV is also part of the ONA module, as well as finding suitable vacancies and writing letters of application.
 d. Those required to follow a civic integration programme will receive a letter from the Education Executive Agency (DUO) stating the date before which the programme must be completed. The period for civic integration is three years.

M1.Q3. Please briefly describe the implementation modalities, notably:

- a) *By whom is it implemented (agency, government institution, NGOs, private sectors etc.), and what are the coordination structures?*
 b) *If applicable, are there any reimbursement (totally or partially)/cost sharing possibilities for a third-country national?*
 c) *How and by whom is it promoted to third-country nationals?*

- a. The examination was implemented by the central government and preparation courses for the examination are taught by local language and civic integration schools. The examination is organised by the Education Executive Agency (DUO)
 b. Yes, migrants can borrow money from the Education Executive Agency (DUO). Beneficiaries of international protection and their families do not have to repay their loan if they pass the examinations. The target group of this study will have to repay their loan within 10 years.
 c. Persons will receive a notification from the Education Executive Agency (DUO) by post if they are required to participate in a civic integration programme.

M1.Q4. Please briefly describe the impact of the measure and notably:

- a) *Did it meet the anticipated objectives? YES/NO/Partly*
 b) *What are the main outcomes*
 c) *Monitoring and evaluation of impact (please describe the evaluation tools and methodology, if possible specify what indicators have been adopted and how those were measured)*
 d) *Challenges during implementation and remedies applied*
 e) *Likelihood of continuation of the measure. If discontinued, please explain why*

This module has not been evaluated as yet. Soon a study into the Civic Integration Act will be published. It will include ONA.

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2.3 PRIVATE SECTOR INITIATIVES TO FACILITATE LABOUR MARKET INTEGRATION OF THIRD-COUNTRY NATIONALS

This section aims to produce a first insight from across a number of Member States and private sector contexts in the form of case studies to identify examples of good or promising practices in private sector initiatives for facilitating access and/or retention of third-country nationals in employment.

Case studies should include initiatives **initiated** by the private sector regardless of whether funding is fully or only partly provided by the private sector (i.e. supported by contributions from external funds including public funds) to third-country nationals within the scope of this study. Measures may include initiatives implemented by private actors alone or in cooperation with third parties as for instance employee or employer organisations, chambers of commerce, NGOs, etc.

The questions should be answered by each NCP and limited to examples from **two industry sectors** (in-exhaustive list below) and for each industry sector chosen NCPs should report on **up to three case studies (total of maximum 6 case studies per Member State)**. You may want to select measures across the different **labour integration areas** (1-7) and the **types of measures** (1-3) summarised in Section 2.2.

Please aim to have a **'representative' group of measures** from small/medium/ large enterprises. Notably, identify examples focussing on **different target groups** (low-medium-skilled, seasonal workers, etc.) as well as on **different sizes of enterprises** from the selected sectors.

Case studies should be based on desk research, secondary data and where appropriate consultation with relevant stakeholders, for example national or European chambers of commerce, employer and employee organisations, etc.⁴²

⁴² The Signature of the European Partnership on integration between the European Commission and representatives of Economic and Social partners at EU level, can be a useful reference for taking contact with national representatives of Economic and social partners: https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/legal-migration/integration/docs/20171220_european_partnership_for_integration_en.pdf; it has been translated into all EU languages.

Size of Private Sector Organisation

1. Micro: <10 Employees
2. Small: 10 – 49 Employees
3. Medium: 50 - 249 Employees
4. Large: >250 Employees

Example Categories

1. Low-skilled workers
2. Medium-skilled workers
3. High qualified workers
4. Seasonal workers
5. Family members of nationals and third-country nationals
6. Domestic workers

Type of Private Sector Organisation

1. National
2. International (e.g. with subsidiaries in the Member State)

Industry Sectors

- | | |
|---|--|
| <ol style="list-style-type: none"> 1. Agriculture, forestry and fishing 2. Energy and water 3. Manufacturing 4. Construction 5. Wholesale and retail trade, hotels and restaurants | <ol style="list-style-type: none"> 6. Transport and communication 7. Financial and business services 8. Public admin, education and health 9. Domestic work sector 10. Other services |
|---|--|

Q13. Based on brief desk research of secondary resources and consultations with relevant stakeholders, are you aware of any private sector initiatives supporting or facilitating the labour market integration of third-country nationals in the scope of this study, within your MS? (YES/NO).

No, no initiatives are known to integrate or keep third-country nationals from this group in the labour market that were initiated by the private sector for this group specially⁴³.

Q14. Which industry sectors were the case studies selected from and on what grounds has the selection taken place? Please indicate a maximum of two sectors.

N/A

Please fill out the table describing private sector measures and please copy the table below for further measures.

Private Sector - Measure 1
Overview

⁴³ We asked the following parties for 'good practices' that were initiated by the private sector to guide the specific group of third-country nationals in this study (thus beneficiaries of international protection excluded) to the labour market: IN Amsterdam expat centre, the Society and Integration Department of the Ministry of SZW, the Association of Dutch Municipalities (VNG), Integration Department, the Relocation Bureau.

Name	<i>Please insert name of the measure here.</i>
Company size	<i>Choose from drop down menu here</i>
Company type	<i>Choose from drop down menu here</i>
Sector	<i>Choose from drop down menu here</i>
Area	<i>Choose from drop down menu here</i>
Access	<i>Please describe who has access to the measure. I.e. all third-country nationals; all third-country and (EU) nationals; specific groups such as vulnerable or disadvantaged persons, workers, third-country national family members, seasonal workers, au-pairs, other specific groups</i>
Target group	<input type="checkbox"/> Low skilled, <input type="checkbox"/> Medium skilled, <input type="checkbox"/> High skilled <input type="checkbox"/> Specific group such as vulnerable, young, female, seasonal workers, etc.
Coverage	<i>Choose from drop down menu here</i> <i>If "other", please add further information here</i>
Budget	The budget is approx. <i>Please provide approximate budget here</i> It is provided by <i>Please provide funding body here (i.e. State, EU funds, donations/private funding, other)</i>
Link	<i>Please provide hyperlink to source/project here, if available</i>
Description	
<p>PSM1.Q1. Please briefly describe the main feature of the measure, notably:</p> <ul style="list-style-type: none"> a) <i>Targeted phase of employment (attracting/hiring third-country nationals, early career support, continual development, facilitating access to national professional networks)</i> b) <i>Objective and main activities</i> c) <i>Cooperation framework (for instance if the measure is implemented in cooperation with third parties, including employees or employers' organisations, chambers of commerce, NGOs etc.</i> d) <i>How can third-country nationals access the measure? Are they selected?</i> <div style="border: 1px solid black; height: 20px; width: 100%;"></div>	
<p>PSM1.Q2. Please briefly assess the impact of the initiative, namely:</p> <ul style="list-style-type: none"> a) <i>Describe if the measure has been evaluated and if so what were the findings, what monitoring and evaluation tools (self-evaluation, external evaluation...) have been used (please specify indicators used if possible)</i> b) <i>Elaborate on achievements of set objectives and main outcomes</i> c) <i>Elaborate on challenges and remedies adopted (e.g. structural barriers/facilitators, levy schemes-grants to compensate funding gaps, taxation incentives etc.)</i> <div style="border: 1px solid black; height: 20px; width: 100%;"></div>	

Conclusions (optional)

Q15. With regard to the aims of this study, what conclusions would you draw from your findings?

Note: The text in this part will serve as a source when compiling the synthesis report.

Nb