



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

Common Template of EMN Focussed Study 2015

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Subject: Common Template for the EMN Focussed Study 2015 on "*Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices*".

Action: EMN NCPs are invited to submit their completed Common Templates by 30th November. If needed, further clarifications can be provided by directly contacting the EMN Service Provider (ICF International) at emn@icfi.com

1 STUDY AIMS AND RATIONALE

1.1 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), the Commission and the European Asylum Support Office (EASO) on the application of integration support measures for beneficiaries of international/humanitarian protection in relation to labour market access and participation, identifying existing policies and good practices.

More specifically the Study aims to:

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

It is important to note that the Study focuses on mapping Member States' different practices and identifying, to the extent possible, which policies/programmes related to labour market access and participation work well. The Study does not aim to "measure" labour market integration of refugees and beneficiaries of subsidiary and humanitarian protection in different Member States (e.g. identifying successes and failures).

1.2 RATIONALE

Integration of third-country nationals is one of the key challenges the EU and Member States currently face. The integration of third-country nationals is often a difficult process, but when achieved, offers many advantages to both the third-country national as well as the host Member State and the EU in general. According to UNHCR, integration policy which allows all newcomers, including refugees, to become economically productive has the potential to lead to self-reliance, dignity, and social interaction and is beneficial to individuals and the receiving society¹. Getting integration right is therefore key to both a successful EU and to an effective protection system for beneficiaries of international protection in the EU². The new EU Agenda on Migration³ launched by the European Commission in May 2015 rehearses this argument, as it states that "the reality is that across Europe, there are serious doubts about whether our migration policy is equal to [...] the need to integrate migrants in our societies, or to the economic demands of a Europe in demographic decline." Integration, effective integration, of those foreigners who are to stay in the medium- or long-term in the EU is crucial.

At EU level, within the broader framework of integration, most focus has to date been placed on migrant integration rather than the integration of beneficiaries of international protection. Similarly, at national level, refugee integration

1 A New Beginning, Refugee Integration in Europe, UNHCR, September 2013

2 Idem

3 A European Agenda on Migration, COM (2015) 240 Final, 13.05.2015, pg. 2. http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf

is also often mainstreamed in third country nationals' immigration policies. The focus to date on migrant integration reflects the larger numbers of first residence permits issued in contrast to the number of applications for international protection. However, in view of the growing number of asylum seekers in combination with a higher recognition rate, the integration of beneficiaries of international protection has become increasingly important, especially in the current political climate.

From the perspective of refugees, labour market access and participation is one of the key concerns in terms of integration. A 2013 UNHCR Study pointed out that, when asked "What makes you feel integrated?", most refugees responded "to have a job". The right to employment and employment-related support measures is laid down in Art. 26 of the recast Qualification Directive (Directive 2011/95/EU⁴). In practice, securing access to the labour market has proven difficult in view of the specific circumstances of some beneficiaries of international protection. Practical obstacles include, among others, limited language proficiency, poor health, lack of documentation proving qualifications and past experience, lack of social/business networks, housing instability, discrimination, and lengthy asylum processes. The UNHCR Study emphasises the refugees' desire to work and not to be dependent on welfare payments. Having a job was described by respondents as: fostering feelings of pride, because of the ability to provide for oneself/one's family and to contribute to the wider society; facilitating acceptance by the receiving population; as well as supporting them with other dimensions of integration to which employment is closely linked, such as housing, socio-cultural integration, education etc.

Labour market integration is not only essential to refugees, but also to receiving societies. From a government perspective, labour market participation of refugees reduces the costs to the welfare system, and ultimately the cost of the asylum system. Furthermore, within a context of ageing populations and the rise of structural labour market shortages across the EU5, Member States face the challenge of making optimal use of the labour force present on its territory.

The added-value of this Study lies in the objective to understand what labour market integration measures are available to beneficiaries of international and humanitarian protection in each Member State and which measures have proven to work for the different status groups. Beyond (minimum) rights laid down in the recast Qualification Directive⁶, Member States have a large margin of manoeuvre and as a result their legal frameworks and practices on integration of beneficiaries of international protection may differ significantly. Consequently, there is a need to better understand Member States' (different) national legal frameworks and practices in relation to the integration of beneficiaries of international protection. Ultimately, this could lead to a more tailored toolbox for EU Member States to explore in their pursuit of greater economic and social integration of the nearly 1.8 million refugees in the EU⁷. The Study is timely as it is aligned with the transposition of the Qualification Directive and will feed into the upcoming evaluation of the recast Qualification Directive foreseen for 2016.

4 DIRECTIVE 2011/95/EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL, of 13 December 2011 on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted (recast).

5 As is testified by the activities of the EMN, which in response to information needs identified by Commission services, embarked in 2014/2015 on a follow-up study of the 2011 "Satisfying Labour Demand through Migration". The 2015 Study was titled: "Determining labour shortages and the need for labour migration for third countries in the EU". http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/studies/results/economic-migration/index_en.htm.

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

7 UNHCR (2015), UNHCR Global Trends: Forced displacement in 2014, Geneva: UNHCR, pg. 10. See <http://www.unhcr.org/556725e69.html>

2 SCOPE OF THE STUDY

2.1 SCOPE OF THE TARGET GROUP: "BENEFICIARIES OF INTERNATIONAL/ HUMANITARIAN PROTECTION"

The Study focuses on integration measures for *beneficiaries of international protection*; i.e. those granted international protection status, either as a refugee or a beneficiary of subsidiary protection as stipulated in the Qualification Directive and its recast. Persons granted *humanitarian protection status in the framework of an asylum procedure due to obligations under international refugee or human rights instruments* are also included⁸. However, other third-country nationals granted first residence permits or alternative statuses (e.g. tolerated stay⁹) are beyond the scope of this Study. The focus of the target group is thus limited to all persons whose asylum application had a positive outcome.

Moreover, whilst recognising that the integration pathway starts before a status is granted, integration policies and practices targeting *applicants* for international protection are excluded from the scope of this Study¹⁰. The inclusion of both applicants for international protection as well as beneficiaries of international protection does not allow for a sufficiently focused Study as their situation is different in terms of nature, aims, obligations and rights. It is therefore considered best not to include both target groups within the same Study.

2.2 SCOPE OF 'INTEGRATION MEASURES'

Integration is a multi-faceted process, with many dimensions. Integration is largely influenced by **integration support measures provided by the host state**. Integration support measures are wide-ranging and can relate to e.g. language courses; orientation courses; education; labour market access and participation; access to procedures for recognition of qualifications; accommodation; health; social benefits, etc¹¹.

In the realms of this Focussed Study it is not possible to consider all topics under all dimensions of integration. Rather, the Study will focus on the **integration dimension of "labour market access and participation"** in view of the reasons as set out under the rationale. Although the primary focus is on labour market access and participation, the Study indirectly also covers other integration support measures that the State provides which are closely linked to and specifically support labour market access and participation, namely:

- ★ Orientation courses;
- ★ Language courses;
- ★ Counselling;
- ★ Access to housing
- ★ Education;
- ★ Vocational education and training (VET);
- ★ Recognition of qualifications (support with);
- ★ Guaranteed minimum resources;

For further explanation on the scope/understanding of these support measures, please see section 7 below on definitions as well as the related questions in the Template. Note also that the focus of the Study is on retrieving how Member States (i.e. governments) organise the provision of these different support measures. The aim is to review what employment-related support measures refugees, beneficiaries of subsidiary and humanitarian protection are

⁸ See Eurostat definition of "authorisation to stay for humanitarian reasons" which stipulates: "a person covered by a decision granting authorisation to stay for humanitarian reasons under national law concerning international protection by administrative or judicial bodies. It includes persons who are not eligible for international protection as currently defined in the Qualifications Directive (Directive 2011/95/EU) but are nonetheless protected against removal under the obligations that are imposed on all Member States by international refugee or human rights instruments or on the basis of principles flowing from such instruments. [...]persons granted a permission to stay for humanitarian reasons but who have not previously applied for international protection are not included under this concept."

⁹ See for example the EMN Study on Non-EU Harmonised Protection Statuses.

¹⁰ It must be noted however that the EMN may conduct work on this in the following year(s), subject to the approval of the EMN Steering Board.

¹¹ See Chapter VII, content of international protection, Articles 20-35 recast Qualification Directive.

entitled to as laid down in national law and/or policy. Any support measures provided by NGO's without any (financial) involvement of the government are therefore beyond the scope of this Study.

Furthermore, whilst the Study will collect information on the legal and policy framework for access by the target groups to integration and support measures (whilst avoiding the duplication of information collected by EASO in its 2014 questionnaire in this theme) it will primarily focus on collecting information on the *practical implementation* of such measures, including the collection of examples of best and good practices.

3 EU LEGAL AND POLICY CONTEXT

3.1 LEGAL AND POLICY CONTEXT CONCERNING THE INTEGRATION OF *MIGRANTS*

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.

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. Such policy documents generally do not differentiate between migrant integration and refugee integration. As a result, refugee integration is therefore often mainstreamed in general migrant integration policies.

Relevant policy documents concerning migrant integration 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.

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 of the results of integration policies. Indeed, the Migrant Integration Policy Index (MIPEX) indicators were developed and National Contact Points on integration established.

3.2 LEGAL AND POLICY CONTEXT CONCERNING THE INTEGRATION OF BENEFICIARIES OF INTERNATIONAL PROTECTION

Most of the EU policy documents as set out above do not specifically address refugee integration, and specific recommendations for the integration of refugees are scarce.

Nonetheless, some policy documents did acknowledge the specific needs of refugees in terms of integration. This was already proclaimed in one of the earliest documents adopted, namely the 2003 European Commission Communication on Integration which called for “addressing the needs of refugees and beneficiaries of international protection through specific programmes and measures to empower refugees”. Subsequently, however, none of the following policy documents addressed refugee integration in particular. It is only in 2009 under the Stockholm Programme that Member States agreed to specifically focus on the recognition of the specific situation and integration support needs of refugees, and on data collection and analysis of refugees’ integration. The 2011 Agenda for the integration of non-EU migrants subsequently also referred to actions targeting especially vulnerable groups of migrants (including refugees).

4 PRIMARY QUESTIONS TO BE ADDRESSED

- ★ To what extent do implementation of legal/administrative/practical requirements result in obstacles to refugees and persons granted subsidiary and other forms of humanitarian protection entering the labour market?;
- ★ How do Member States' labour market integration policies aim to address the needs of refugees and persons granted subsidiary and other forms of humanitarian protection? To what extent can employment-related support measures be accessed by these groups?;
- ★ To what extent do Member States offer employment-related support measures that are tailored to the specific situation of refugees and persons granted subsidiary and other forms of humanitarian protection? I.e. What special provisions / programmes are in place to support refugees and beneficiaries of subsidiary and humanitarian protection in accessing the labour market which are *different* from the provision in place for third-country nationals legally residing on the territory of Member States?;
- ★ Do any differences exist in the treatment of refugees and persons granted subsidiary and other forms of humanitarian protection with regard to labour market access and employment-related support measures? Do any differences exist between treatment of, on the one hand, refugees, beneficiaries of subsidiary and humanitarian protection and, on the other hand, legally residing third-country nationals in general?
- ★ Can any good practices be identified concerning Member States' policies on labour market access/participation and the provision of employment-related support measures to refugees and persons granted subsidiary and other forms of humanitarian protection?

5 RELEVANT INFORMATION SOURCES AND LITERATURE

Below is an overview of relevant information sources and literature, sub-divided between relevant studies, websites and EMN outputs.

RELEVANT STUDIES

- ★ European Parliament study, 'Comparative Study on the best practices for the integration of resettled refugees in the EU Member States' (2013): [http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/474393/IPOL-LIBE_ET\(2013\)474393_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/474393/IPOL-LIBE_ET(2013)474393_EN.pdf)

This Study examines the question of the integration of resettled refugees in Europe, by analysing the policy framework for resettlement and refugee integration and the practices at the national and the European level. The study is illustrated with examples from various Member States. Drawing from existing guidelines and global recommendations on integration and resettlement, the study underlines good practices and challenges and puts forward proposals to improve national resettlement programmes and to promote a better resettlement policy in Europe.
- ★ UNHCR, 'A new beginning: Refugee Integration in Europe' (2013): <http://www.unhcr.org/52403d389.html>

The aim of this study is to review trends in the development of policy areas relevant to integration, to highlight already-used measurable integration indicators and the methods of evaluating integration, and to highlight factors that influence integration outcomes for refugees.
- ★ UNHCR note on Integration of Refugees in the European Union (2007): <http://www.refworld.org/pdfid/463b24d52.pdf>
- ★ Refugee Resettlement in the EU: Between Shared Standards and Diversity in Legal and Policy Frames (2013): <http://www.migrationpolicycentre.eu/docs/Know-Reset-RR-2013-03.pdf>

The report presents and compares frameworks and policies relating to refugee resettlement in EU Member States. The time-frame of the report is from 2003 to 2013. It is based on the research conducted for the Know Reset Project and extensively uses the interviews with different stakeholders involved in refugee resettlement in the EU, which make valuable contribution to the understanding of Member States' options and policies in the domain of refugee resettlement.
- ★ The joint EU/Eurostat report, "Indicators of Immigrant Integration" (2011)

The report identifies how harmonized data sources can provide adequate data on migrants' populations.
- ★ OECD/European Union (2015), Indicators of Immigrant Integration 2015: Settling In, OECD Publishing, Paris
This document contains some data on refugees, with regard to health.
- ★ The report from Bijl and Verweij, "Measuring and monitoring integration in Europe" (2012)

This report describes the impacts of the integration situation on refugees' integration, due to their vulnerability and often unstable personal situation.
- ★ Study on Practices of Integration of Third-Country Nationals at Local and Regional Level in the European Union (2013): http://cor.europa.eu/en/documentation/studies/Documents/survey_integration_3rd_country_nationals/survey_in_tegration_3rd_country_nationals.pdf

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.

- ★ *Madeline Garlick, Strengthening Refugee Protection and Meeting Challenges: The European Union's Next Steps on Asylum (2014): <http://www.migrationpolicy.org/research/strengthening-refugee-protection-and-meeting-challenges-european-unions-next-steps-asylum>*
This policy brief identifies the main issues that should be included in the strategic guidelines on asylum, and emphasises the need for a strong basis for future action.
- ★ *Immigration Integration in time of austerity (2011): <http://www.migrationpolicy.org/research/TCM-immigrant-integration-europe-time-austerity>*
This report presents a diversity of findings with regard to governments responses to immigrant integration organization, financing, and programming across Europe.
- ★ *Commission Staff Working Paper Annual Report 2010 on Immigration and Asylum (implementation of the European Pact on Asylum and Immigration and the Stockholm Programme): http://ec.europa.eu/dgs/home-affairs/what-is-new/news/pdf/1_autre_document_travail_service_part1_v2_620_en.pdf*
This paper summarises the main actions taken in 2010 at both EU and Member State level for each of the commitments made in the European Pact on Immigration and Asylum and the relevant asylum and migration objectives in the Stockholm Programme and its accompanying Action Plan. The reporting period is from 1st January 2010 to 31st December 2010.
- ★ *Center for the study of democracy, Integrating Refugee and Asylum-seeking Children in the Educational Systems of EU Member States (2012): http://www.csd.bg/fileadmin/user_upload/INTEGRACE_handbook.pdf*
This Handbook presents the research instruments and findings developed within the project "Integrating Refugee and Asylum-seeking Children in the Educational Systems of EU Member States: Evaluation and Promotion of Current Best Practices" – INTEGRACE. The research encompasses twenty-six EU Member States participating in the European Refugee Fund, as well as Denmark, Norway, and four Western Balkan states (Serbia, Montenegro, Croatia and Bosnia and Herzegovina). The country reports' main focus is on illustrating successful practices in the educational integration of refugee and asylum-seeking children (RASC).
- ★ *Refugee Integration And The Use Of Indicators: Evidence From Central Europe (2013): [http://www.migpolgroup.com/wp_mpg/wp-content/uploads/2013/12/Refugee Integration and the use of indicators evidence from central europe CONFERENCE-VERSION.pdf](http://www.migpolgroup.com/wp_mpg/wp-content/uploads/2013/12/Refugee_Integration_and_the_use_of_indicators_evidence_from_central_europe_CONFERENCE-VERSION.pdf)*
This report was commissioned by UNHCR, Regional Representation for Central Europe (RRCE) and was financially supported by the European Refugee Fund. The report is part of the "Refugee Integration: Capacity and Evaluation" project, co-funded by the European Union through the European Refugee Fund - Community Actions 2011 and UNHCR. The project began on 1 August 2012 and was implemented by the UNHCR's RRCE. The project was carried out in Bulgaria, Poland, Romania, and Slovakia in partnership with the following organizations: Migration Policy Group (Belgium); State Agency for Refugees/the Integration Centre for Refugees (Bulgaria); Ministry of Labour and Social Policy (Poland); General Inspectorate of Immigration (Romania); Ministry of Labour, Family and Social Affairs (Slovakia).
- ★ *The labour market integration of resettled refugees, Eleanor Ott, UNHCR Policy Development and Evaluation Service, November 2013.*
- ★ *Migration, employment and labour market integration policies in the European Union (2011): IOM, Independent Network of Labour Migration and Integration Experts (Recast Qualification Directive (Directive 2011/95/EU of the European Parliament and of the Council of 13 December 2011)*

WEBSITES

- ★ *Refugee Fund website: http://ec.europa.eu/dgs/home-affairs/financing/fundings/migration-asylum-borders/refugee-fund/index_en.htm*
- ★ *Asylum, Migration and Integration Fund website: http://ec.europa.eu/dgs/home-affairs/financing/fundings/migration-asylum-borders/asylum-migration-integration-fund/index_en.htm*

- ★ Integration section of the European Council on Refugees and Exiles: <http://www.ecre.org/topics/areas-of-work/integration.html> (<http://www.ecre.org/>)
- ★ UNHCR Integration Evaluation tools: <http://www.unhcr-centraleurope.org/en/what-we-do/promoting-integration/integration-evaluation-tool.html> and <http://www.unhcr-centraleurope.org/en/what-we-do/promoting-integration.html>

EMN STUDIES, INFORMS AND AD-HOC QUERIES

There following EMN outputs are potentially relevant to this Study:

- ★ EMN Study 2014: Migrant access to social security and healthcare: policies and practice
- ★ *EMN Study 2014: The organisation of reception facilities for asylum seekers in the different Member States*

The following list of (recent) EMN Ad-Hoc Queries is also relevant:

- ★ Ad hoc query on monitoring integration with follow-up questions on integration policies, IE EMN NCP. Compilation will be circulated week of 22-26 June
- ★ 2015.687, Acquisition of nationality in a Member State by third-country nationals, ES EMN NCP
- ★ 2015.686, Provisions and acts on integration of foreigners, AT EMN NCP
- ★ 2015.657, Educational projects of immigrants, GR EMN NCP
- ★ 2015.645, Asylum seekers integration to labour market, EE EMN NCP
- ★ 2014.630, Research on migrants' perceptions of security and trust in authorities, FI EMN NCP
- ★ 2014.611, Providing social aid for beneficiaries of temporary residence, LU EMN NCP
- ★ 2014.589, Financing language and civics courses of foreign nationals, LU EMN NCP
- ★ 2013.497, Immigrant Integration Plans, PT EMN NCP
- ★ 2013.454, Migrants' Access to Benefits and Public Services, UK EMN NCP
- ★ 2013.453, Integration Agreements, IT EMN NCP
- ★ 2012.412, Programmes for the Linguistic Integration of Immigrants, DE EMN NCP

6 AVAILABLE STATISTICS

EUROSTAT

Positive first instance decisions on applications by type of protection status granted (i.e. refugee status, subsidiary protection, humanitarian reasons) and by citizenship, age and sex [migr_asydcfsta] for the years 2010–2014

Positive final decisions on applications by type of protection status granted (i.e. refugee status, subsidiary protection, humanitarian reasons) and by citizenship, age and sex [migr_asydcfina] for the years 2010–2014

NATIONAL LEVEL

Activity rate (to measure labour market participation)

Employment rate

Unemployment rate

Long-term unemployment rate

Self-employment rate

Over-qualification rate Etc.

For all of the above: disaggregated by sex, age, and if possible, country of origin

With regard to accessing employment-related support measures, the Template will ask Member States to provide the total number of beneficiaries who are enrolled in educational programmes, making use of counselling services, making use of procedures to recognise qualifications etc.

7 DEFINITIONS

The following key terms are used in the Common Template. The definitions are taken from the EMN Glossary v3.0¹² unless specified otherwise in footnotes.

Support measures to access to housing: in the context of this Study, support measures for access to housing include those measures that facilitate finding accommodation for those who cannot find it themselves. This could include social housing, state funded housing in the private sector, provision of financial resources to access housing etc.

Asylum: A form of protection given by a State on its territory, based on the principle of non-refoulement and internationally or nationally recognised refugee rights and which is granted to a person who is unable to seek protection in their country of citizenship and / or residence, in particular for fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion.

Asylum seeker: In the global context, a person who seeks safety from persecution or serious harm in a country other than their own and awaits a decision on the application for refugee status under relevant international and national instruments. In the EU context, a person who has made an application for protection under the Geneva Convention in respect of which a final decision has not yet been taken.

Applicant for international protection: means a third-country national or a stateless person who has made an application for international protection in respect of which a final decision has not yet been taken

Application for asylum: An application made by a foreigner or a stateless person which can be understood as a request for protection under the Geneva Convention of 1951 or national refugee law.

Application for international protection: A request made by a third-country national or a stateless person for protection from a Member State, who can be understood to seek refugee status or subsidiary protection status, and who does not explicitly request another kind of protection, outside the scope of Directive 2011/95/EU, that can be applied for separately.

Beneficiary of international protection: means a person who has been granted refugee status or subsidiary protection status

Counselling: in the context of this Study, counselling is understood as different types of counselling in order to specifically support refugees, beneficiaries of subsidiary and humanitarian protection to access employment. This could include counselling for trauma as well as other specific problems relating to the status of refugees, beneficiaries of subsidiary and humanitarian protection where this may present a barrier, but could also include counselling to assist in job readiness preparation and support.

Geneva Convention: means the Convention relating to the Status of Refugees done at Geneva on 28 July 1951, as amended by the New York Protocol of 31 January 1967

Guaranteed minimum resources refers to benefits provided to people with insufficient resources. It includes support for destitute and vulnerable persons to help alleviate poverty or assist in difficult situations (Source: ESSPROS Manual, 2008 Edition, Eurostat).

Durable solutions: Any means by which the situation of refugees can be satisfactorily and permanently resolved to enable them to live normal lives.

Education: education in the context of this Study refers to education that has a direct link to employment, for example, by providing support for the development of higher-level (non-vocational) skills.

Employed persons are persons aged 15 year and over (16 and over in ES, IT, UK and SE (1995-2001); 15-74 years in DK, EE, HU, LV, FI and SE (from 2001 onwards); 16-74 in IS and NO), who during the reference week performed work, even for just one hour a week, for pay, profit or family gain, or, who were not at work but had a job or business from which they were temporarily absent because of, e.g., illness, holidays, industrial dispute or education and training. (Source: Eurostat)

Humanitarian protection: a person covered by a decision granting authorisation to stay for humanitarian reasons under national law concerning international protection by administrative or judicial bodies. It includes persons who are

¹² Available at: http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/docs/emn-glossary-en-version.pdf

not eligible for international protection as currently defined in the Qualifications Directive ([Directive 2011/95/EU](#)) but are nonetheless protected against removal under the obligations that are imposed on all Member States by international refugee or human rights instruments or on the basis of principles flowing from such instruments. [...] persons granted a permission to stay for humanitarian reasons but who have not previously applied for international protection are not included under this concept.”

Inactive persons are those who are not in the labour force so are neither classified as employed nor as unemployed. This category therefore does not include job-seekers. (Source: Eurostat)

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

International protection: In the global context, the actions by the international community on the basis of international law, aimed at protecting the fundamental rights of a specific category of persons outside their countries of origin, who lack the national protection of their own countries. In the EU context, protection that encompasses refugee status and subsidiary protection status.

Orientation courses: Orientation courses typically provide factual information about the country of destination but may also aim to foster positive attitudes for successful adaptation in the long run. These could include opportunities for migrants to gain (and practice) the necessary skills needed to facilitate their integration and to develop helpful attitudes including pro-activity, self-sufficiency and resourcefulness (knowing how to find the information they are seeking); skills include knowing how to conduct oneself in certain situations, time management and goal-setting, as well as being able to navigate complex systems including banking, social, health and emergency services, transportation etc. (Source: IOM Best Practices IOM’s migrant training and pre-departure orientation programmes).

Refugee: In the global context, either a person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned before, is unable or, owing to such fear, unwilling to return to it. In the EU context, either a third-country national who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it, and to whom Art. 12 (Exclusion) of Directive 2011/95/EU does not apply.

Refugee status: The recognition by a Member State of a third-country national or stateless person as a refugee.

Residence permit: means any permit or authorisation issued by the authorities of a Member State in the form provided for under that State’s law, allowing a third-country national or stateless person to reside on its territory

Self-employed persons are persons who are the sole or joint owner of an unincorporated enterprise (one that has not been incorporated i.e. formed into a legal corporation) in which he/she works, **unless** they are also in paid employment which is their main activity (in that case, they are considered to be employees). Self-employed people also include unpaid family workers; outworkers (who work outside the usual workplace, such as at home); and workers engaged in production done entirely for their own final use or own capital formation, either individually or collectively. (Source: Eurostat)

Subsidiary protection status: recognition by a Member State of a third-country national or a stateless person as a person eligible for subsidiary protection;

Person eligible for subsidiary protection: a third-country national or a stateless person who does not qualify as a refugee but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to his or her country of origin, or in the case of a stateless person, to his or her country of former habitual residence, would face a real risk of suffering serious harm and is unable or, owing to such risk, unwilling to avail himself or herself of the protection of that country;

Unemployed persons are persons aged 15-74 (in ES, IT, SE (1995-2000), UK, IS and NO: 16-74), who were without work during the reference week, but currently available for work, or who were either actively seeking work in the past four weeks or who had already found a job to start within the next three months. (Source: Eurostat)

United Nations High Commissioner for Refugees: The refugee agency of the United Nations (UN) mandated to lead and coordinate international action to protect refugees and resolve refugee problems worldwide, and to safeguard the rights and well-being of refugees.

Vocational education and training (VET)¹³: Education and training which aims to equip people with knowledge, know-how, skills and/or competences required in particular occupations or more broadly on the labour market.

¹³ CEDEFOP Terminology of European Education and Training Policy Second Edition 2014

8 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 EMN Service Provider (ICF International), are AT, BE, CZ, DE, IE, LU, and UK EMN 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: Vincent.Catot@ec.europa.eu and Magnus.OVILIUS@ec.europa.eu
- ★ EMN Service Provider (ICF International): emn@ghkint.com
- ★ AT EMN NCP: SKOPPENBERG@iom.int
- ★ BE EMN NCP: Peter.vancostenoble@ibz.fgov.be
- ★ CZ EMN NCP: kristyna.karadzosova@mvcr.cz / martina.kamenicka@mvcr.cz / petr.novak@mvcr.cz
- ★ DE EMN NCP: Dr.andreas.mueller@bamf.bund.de
- ★ IE EMN NCP: EMN.Ireland@esri.ie; Emma.quinn@esri.ie and Egle.Gusciute@esri.ie
- ★ LU EMN NCP: david.petry@uni.lu
- ★ UK EMN NCP: emn@homeoffice.gsi.gov.uk / Katharine.Beaney@homeoffice.gsi.gov.uk / Carolyne.Tah@homeoffice.gsi.gov.uk

EASO has also been contacted and has cooperated in the development of the Study specifications. The Study builds on information already collected by EASO on Member States’ national legislation in relation to documentation and residence, employment, general, in-kind and financial benefits available specifically in the context of international protection, family reunification, and naturalisation.

9 TIMETABLE

The following implementation timetable has been agreed for the Study:

Date	Action
5 th August 2015	Circulation Draft Final Common Template
11 th August 2015	Submission NCPs comments
13 th August	Finalisation and launch of the Common Template
Mid-August to end November	Preparation of National Reports
30 th November	Submission National Reports
End of December 2016	Presentation draft Synthesis Report
January 2016	<u>Finalisation</u> of the Synthesis Report and of National Contributions for publication

10 TEMPLATE FOR NATIONAL CONTRIBUTIONS

The template outlines the information that should be included in the National Contributions to this focussed study. The indicative number of pages to be covered by each section is provided in the guidance note. For national contributions, the total number of pages should **not exceed 25 pages**, excluding the questions and the statistical annex. A limit of **25** pages will apply to the final version of the Synthesis Report, in order to ensure that it remains concise and accessible.

EMN FOCUSSED STUDY 2015

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

Top-line "Factsheet" (National Contribution)

National contribution (one page only)

Overview of the National Contribution – introducing the study and drawing 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) policymakers.

Executive Summary (Synthesis Report)

Synthesis Report

Executive Summary of Synthesis Report: this will form the basis of an EMN Inform, which will have EU and National policymakers as its main target audience.

Section 1: Accessing the labour market: residence permits and the legal right to access the labour market

This section aims to provide an overview of the legal and policy framework and practices concerning the right to access employment for refugees, beneficiaries of subsidiary and humanitarian protection. This section will first provide an overview of the residence permits granted to refugees and beneficiaries of subsidiary and humanitarian protection and will subsequently review the legal right to access employment linked to the residence permits. It will then examine in particular whether any administrative conditions/requirements apply in law and/or in practice to access the labour market.

NB: Please note that you are requested to provide information on the residence permits and legal right to access the labour market granted to:

- beneficiaries of international protection; i.e. those granted international protection status, either as a refugee or a beneficiary of subsidiary protection as stipulated in the Qualification Directive and its recast;

- Persons granted humanitarian protection status in the framework of an asylum procedure due to obligations under international refugee or human rights instruments¹⁴.

Thus, third-country nationals granted alternative statuses (e.g. tolerated stay for medical reasons, illness, disability etc.¹⁵) are beyond the scope of this Study.

Q1 Please provide a brief overview of the legal and policy framework and practices concerning residence rights and labour market access rights granted to refugees, beneficiaries of subsidiary and humanitarian protection, linking the (type of) residence permit granted to labour market access rights¹⁶. Please distinguish and highlight any differences between the type of residence permit and accompanying labour market access rights between those granted to: a) refugees; b) beneficiaries of subsidiary protection, and; c) persons granted humanitarian protection

Q2. This question serves to collect comparative information on the national legal/policy framework on residence permits granted to refugees and beneficiaries of subsidiary and humanitarian protection, indicating their duration (by law and in practice) as well as the conditions for applying for permanent residence and citizenship.

Please complete the table below, distinguishing between refugees, beneficiaries of subsidiary protection and humanitarian protection.

Table 1 Residence permits granted to refugees, beneficiaries of subsidiary protection and persons granted humanitarian protection

	Refugees	Beneficiaries of subsidiary protection	Beneficiaries of humanitarian protection	Comments
Minimum duration of residence permit (by law)				
Maximum duration (including renewals ¹⁷) residence permit in months/years (by law)				

¹⁴ See Eurostat definition of “authorisation to stay for humanitarian reasons” which stipulates: “a person covered by a decision granting authorisation to stay for humanitarian reasons under national law concerning international protection by administrative or judicial bodies. It includes persons who are not eligible for international protection as currently defined in the Qualifications Directive (Directive 2011/95/EU) but are nonetheless protected against removal under the obligations that are imposed on all Member States by international refugee or human rights instruments or on the basis of principles flowing from such instruments. [...]persons granted a permission to stay for humanitarian reasons but who have not previously applied for international protection are not included under this concept.”

¹⁵ See for example the EMN Study on Non-EU Harmonised Protection Statuses.

¹⁶ Please only report on the labour market access rights linked to first residence permits and renewals – see Art. 24 recast Qualification Directive (excluding permanent residence and citizenship permits).

¹⁷ Including possible renewal (but excluding permanent residence permits and permits granted after application for citizenship)

Mean length of residence permit ¹⁸ in months/years (in practice)				
After how many years of authorised stay can an application for permanent residence be made?				
What are the conditions for permanent residence?				
After how many years of authorised stay can an application for citizenship be made?				
What are the conditions for citizenship?				

Q3. Please set out in the table below any conditions that apply to access the labour market (as laid down in national legislation or practice), highlighting any differences with regard to conditions that apply to refugees, beneficiaries of subsidiary and humanitarian protection.

In addition, to ensure comparability with regard to the specific conditions that apply (whether laid down in national legislation or applied in practice), please complete a more detailed table setting out the specific conditions in Annex 1.

¹⁸ First residence permit including possible renewal (excluding permanent residence permits and permits granted after application for citizenship)

Table 2 Conditions linked to access to the labour market for refugees, beneficiaries of subsidiary protection and humanitarian protection

	Refugees	Beneficiaries of subsidiary protection	Beneficiaries of humanitarian protection	Comments / summary of main differences amongst the categories (if any)
Conditions for labour market access laid down in national legislation ¹⁹				
Conditions for labour market access that apply in practice ²⁰				
Main differences in conditions (as set out in legislation or in practice) concerning labour market access when compared with other third-country nationals legally residing on the territory				

¹⁹ This can for example include the requirement to be in possession of a residence permit/work permit, or restrictions can apply in time (duration), to a specific employer, or employment sector, preference being given to EU citizens in general or for specific jobs, other?

²⁰ Even if no specific conditions are laid down in legislation, certain conditions may still apply in practice. These could be similar to the examples given for the conditions as laid down in legislation in footnote 14 above. If these apply in practice, but are not laid down in national legislation, please describe these in this row.

Section 2: Labour market integration policy and its organisation

Section 2.1: Overview of labour market integration policies for refugees, beneficiaries of subsidiary and humanitarian protection

Q4. Please give an overall summary of your relevant national policies related to labour market integration for refugees, beneficiaries of subsidiary protection and humanitarian protection indicating:

- What the main components of your labour market integration policy are (e.g. orientation/language courses, vocational education and training, recognition of qualifications, guaranteed minimum resources, counselling, access to housing etc. Any other?)
- For each component briefly describe the sub-elements, if necessary: For example, the concepts "orientation courses", "education", "counselling", "access to housing" are broad; within the delineation of the focus of the Study (please refer back to the definitions section) please describe what activities they cover. Also, in relation to guaranteed minimum resources, please list the benefits and/or programmes available in your Member State under the MISSOC category²¹ "guaranteed minimum resources".
- Whether the policy is specific to refugees, beneficiaries of subsidiary and humanitarian protection or more generic to all third-country nationals legally residing on your Member State's territory. If it is specifically tailored to refugees and beneficiaries of subsidiary and humanitarian protection could you briefly explain why this is the case? E.g. what are the reasons based upon which your government decided to specifically tailor policy to refugees, beneficiaries of subsidiary and humanitarian protection? (e.g. because their specific needs are acknowledged and it is considered important to address these by specific measures tailored to their situation?)

Please describe

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Have you set out the main components/support measures of labour market integration policy for refugees, beneficiaries of subsidiary and humanitarian protection?	
Have you described the sub-elements of each component/support measure where necessary (at a minimum in relation to orientation courses, education, vocational education and training, counselling, and guaranteed minimum resources)?	
Have you indicated whether the policy is specific to refugees, beneficiaries of subsidiary and humanitarian protection, or to TCNs in general?	
If the policy is/is not specific, have you explained why this is the case?	

Section 2.2: Organisation of employment-related support measures

The following questions aim to get an overview of your Member State's organisational approach to labour market integration policy for refugees, beneficiaries of subsidiary and humanitarian protection. Please note that the focus of the Study is on retrieving how your government

²¹ MISSOC (2012), "Cross-cutting introduction to guaranteed minimum resources", available at: <http://www.missoc.org/MISSOC/INFORMATIONBASE/COMPARATIVETABLES/CROSSCUTTINGINTRO/Introduction Table 11.pdf>

organises employment-related support measures (i.e. any support measures provided by NGO's without any (financial) involvement of the government is beyond the scope of this Study). In relation to these, the Study would like to provide an overview of your Member State's organisational approach, examining whether and how coordination takes place between different actors involved.

Q5a. Please describe your Member State's overall organisational approach with regard to labour market integration policy²² to refugees, beneficiaries of subsidiary and humanitarian protection: who are the main state actors responsible for the provision of support measures? At what level is it implemented (national, regional, local) and does your Member State involve any third parties (international organisations/NGOs/other) and if so for what actions and based on what agreement? *E.g. has your Member States concluded any contract/(cooperation) agreement with aforementioned partners (if so which) to implement employment-related support measures and to facilitate access to the labour market?*

Please describe

Q5b. Please indicate whether the provision of the different support measures²³ to recipients is in any way centrally coordinated? (i.e. is there one body that coordinates access to the different measures or alternatively do the different authorities structurally exchange information between each other etc.?)

If yes, please provide more information on how the support measures are coordinated? Please elaborate on:

- ★ The coordination mechanisms (e.g. agreements/contracts/cooperation agreements/conventions/coordinating / intermediary bodies); and
- ★ Please indicate at what level coordination takes place: at national, regional, or local level?

Yes/No and briefly describe

Section 3: Support measures to access the labour market

This section explores in more detail employment-related support measures that aim to advance labour market integration for refugees, and beneficiaries of subsidiary and humanitarian protection. The support measures include: language courses, orientation courses, education, vocational training, recognition of qualifications, guaranteed minimum resources, counselling, and access to housing. It will explore how your Member State applies various support measures to enhance access to employment for the target groups identified, the organisational approach for the support measure, the implementation of the support measure as well as good practices in the provision of support measures. More specifically, for each of the main components of your labour market integration policy, you are requested to briefly indicate:

- How does your government organise the provision of the specific support measure; i.e. who is financially and executively responsible?

22 I.e. the support measures as included in the scope of this Study, namely: language courses, orientation courses, education, vocational education and training, recognition of qualifications, guaranteed minimum resources, counselling and access to housing.

23 The support measures as included in the scope of this Study, namely: language courses, orientation courses, education, vocational education and training, recognition of qualifications, guaranteed minimum resources, counselling and access to housing.

- How and by whom is the support measure implemented in practice; which authorities are involved on a daily basis? If implemented by third parties (international organisation/NGOs and other) please indicate the contractual basis for their involvement and the rationale)

- Do the actors who are involved on a daily basis receive support or training to focus the services to meet the needs of refugees, beneficiaries of subsidiary and humanitarian protection? If yes, by whom (state authorities or third parties? And if it's the latter is it based on an agreement with the state?)

- Are the services under the support measure in any way specifically tailored to meeting the employment access needs of refugees, beneficiaries of subsidiary and humanitarian protection? If so, how? And how do they differ from support measures available to other third-country nationals legally present on your Member State territory?

- What are the obstacles (if any) to access the support measure in practice? Please also explain whether these apply equally to refugees, beneficiaries of subsidiary and humanitarian protection as well as to all third-country nationals legally residing on your Member States' territory

- Describe any good practices for the provision of the support measure and if possible support this with evidence (e.g. studies/evaluations, other publicly available information etc.). This can include a good practice in general, i.e. when the measure works well in facilitating access to the labour market, also if the support measure is not specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection.

NB: Please note that we would like you to complete additional tables in Section 6 in relation to employment-related support measures. These tables complement the information provided in this section and will ensure comparability between Member States.

Language courses

Q6. In relation to language courses, please explain the organisation and implementation of the support measure, including the procedure to access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question posed

Describe

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	
Are any of the services are specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

Orientation courses

Q7. In relation to orientation courses²⁴, please explain the organisation and implementation of the support measure, including the procedure to access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question pose.

<i>Describe</i>

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	
Are any of the services specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

Education

*NB: For education, please only provide information on support provided to the target groups that has a **specific focus on access to education that has a direct link to employment**, for example, by providing support for the development of higher level (non-vocational) skills. Please do not report on access to education more generally for these groups. **The focus is on education for those of employment age that might lead towards employment.***

Q8. In relation to access to education, please describe the organisation and implementation of the support measure, including the procedure to access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question posed

²⁴ Orientation courses typically provide factual information about the country of destination but may also aim to foster positive attitudes for successful adaptation in the long run. These could include opportunities for migrants to gain (and practice) the necessary skills needed to facilitate their integration and to develop helpful attitudes including pro-activity, self-sufficiency and resourcefulness (knowing how to find the information they are seeking); skills include knowing how to conduct oneself in certain situations, time management and goal-setting, as well as being able to navigate complex systems including banking, social, health and emergency services, transportation etc. (Source: IOM Best Practices IOM’s migrant training and pre-departure orientation programmes).

Describe

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	
Are any of the services specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

Vocational education and training

Q9. In relation to vocational education and training²⁵, please describe the organisation and implementation of the support measure, including the procedure to access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question posed

Describe

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	
Are any of the services are specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

Procedures for the recognition of qualifications

Q10. In relation to procedures for the identification and recognition of qualifications, please describe the organisation and implementation of the support measure, including the procedure to

²⁵ Vocational education and training aims to equip people with knowledge, know-how, skills and/or competences required in particular occupations or more broadly on the labour market.

access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question posed

<i>Describe</i>

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	
Are any of the services are specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

Counselling services

NB: please provide information on the types of counselling that the target groups are entitled to in order to specifically support them to access employment. This could include counselling for trauma as well as other specific problems relating to their status as refugees / beneficiaries of international / humanitarian protection where this may present a barrier, but could also include counselling to assist in job readiness preparation and support.

Q11. In relation to counselling services, please describe the organisation and implementation of the support measure, including the procedure to access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question posed.

<i>Describe</i>

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	

Are any of the services are specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

[Access to housing](#)

Q12. In relation to access to housing²⁶, please describe whether refugees, beneficiaries of subsidiary and humanitarian protection are entitled to receive help from the government with regard to access to housing, and how it is implemented in practice. Please describe the organisation and implementation of the support measure, including the procedure to access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question posed

<i>Describe</i>

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	
Are any of the services are specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

[Guaranteed minimum resources](#)

Q13. In relation to guaranteed minimum resources²⁷, please describe the organisation and implementation of the support measure, including the procedure to access the support measure, specifying any obstacles experienced. Please also identify any good practices in relation to this support measure.

²⁶ Support measures for access to housing include those measures that facilitate finding accommodation for those who cannot find it themselves. This could include social housing, state funded housing in the private sector, provision of financial resources to access housing etc.

²⁷ Refers to benefits provided to people with insufficient resources. It includes support for destitute and vulnerable persons to help alleviate poverty or assist in difficult situations (Source: ESSPROS Manual, 2008 Edition, Eurostat).

When answering this question, please closely follow the specifications as indicated above, making sure that an answer is provided to each element/question posed

<i>Describe</i>

Please double-check whether you have addressed all of the following:	Please insert the following sign, if satisfactorily addressed: <input checked="" type="checkbox"/>
Organisational approach of your government	
Description of the implementation in practice and authorities/actors involved	
Are authorities/actors specifically trained to interact with refugees, beneficiaries of subsidiary and humanitarian protection?	
Are any of the services are specifically tailored to refugees, beneficiaries of subsidiary and humanitarian protection?	
Description of obstacles (if any)	
Identification of good practices (if any)	

Section 4: Labour market participation

This section will provide an overview as to what extent refugees, beneficiaries of subsidiary and humanitarian protection are able to successfully secure employment in the different Member States. It will map the sector/industries and the type of work mostly secured by beneficiaries.

Q35. Please complete the table below concerning the number of refugees, beneficiaries of subsidiary and humanitarian protection that are employed/unemployed/inactive. Please provide the stock: i.e. the total number on 31 December of every year. If the exact data are not available, an indicative percentage or number can be provided in *Italic*.

Table 3 Statistics on labour market participation

	Refugees					Beneficiaries of subsidiary protection					Beneficiaries of humanitarian protection				
	2010	2011	2012	2013	2014	2010	2011	2012	2013	2014	2010	2011	2012	2013	2014
Total number granted protection															
Total number employed (including self-employment)															
Total number overqualified in their position															
Total number unemployed ²⁸															
Total number of inactive persons ²⁹															

Q36. Drawing on available research on employment/unemployment (or if not available, indications from relevant stakeholders) please indicate the sector/industry and the type of work which beneficiaries mainly successfully secure jobs in in your Member State. Please provide several examples and make sure to indicate in your answer whether refugees, beneficiaries of subsidiary and humanitarian protection are often overqualified in their position and provide, if possible, evidence

Briefly describe

²⁸ Also referred to as job-seekers in certain Member States.

²⁹ "Inactive persons" are those who are not in the labour force so are neither classified as employed nor as unemployed. This category therefore does not include job-seekers. (Source: Eurostat)

Section 5: Conclusions

This Section will outline the main findings of the Study and present conclusions as to what extent refugees, beneficiaries of subsidiary and humanitarian protection can access employment and employment-related support measures, identifying good practices, including the availability of tailored support. It will also draw conclusions on the extent to which there are differences in treatment between refugees and beneficiaries of subsidiary and humanitarian protection.

Q37. Please summarise your Member State's policy on access to employment, indicating any practical obstacles for the target group of this Study (refugees, beneficiaries of subsidiary and humanitarian protection)

Describe

Q38. Please summarise your Member State's policy on facilitating labour market integration, reviewing to what extent employment-related support measures can and are being accessed by refugees and beneficiaries of subsidiary and humanitarian protection and to what extent they facilitate their access to the labour market.

Describe

Q39. Please summarise your Member State's policy on the availability of *tailored* support measures to access the labour market that are available to refugees and beneficiaries of subsidiary and humanitarian protection as opposed to legally residing third-country nationals in general

Describe

Q40. Please summarise if and to what extent differences exist with regard to labour market access between:

- Refugees, beneficiaries of subsidiary and humanitarian protection on the one hand and third-country nationals legally residing in your Member State territory on the other hand
- Refugees, beneficiaries of subsidiary protection and beneficiaries of humanitarian protection

Describe

Q41. Please summarise what you consider to be good practices (if any) in the provision of labour market integration support measures in your national context.

Describe

Section 6: Additional information to ensure comparability

This section aims to collect additional detailed information that complements your answers as provided in previous sections, in order to ensure comparability. It includes tables on:

- ★ conditions to access the labour market
- ★ Eligibility for employment-related support measures for different categories of refugees, beneficiaries of subsidiary and humanitarian protection
- ★ Authorities responsible for the provision of employment-related support measures
- ★ Conditions to access employment-related support measures
- ★ Statistics on access to employment-related support measures

Q42. With reference to Section 1 (Q3), please complete the following table on conditions to access the labour market by indicating yes/no to clarify if the condition applies, and, where appropriate, please briefly describe

Table 4 Conditions to access the labour market

Conditions/restrictions	Applies to all TCNs in: 1) legislation? 2) practice?	Applies to Refugees in: 1) legislation? 2) practice?	Applies to beneficiaries of subsidiary protection in: 1) legislation? 2) practice?	Applies to persons granted humanitarian protection in: 1) legislation? 2) practice?	Comments
Possession of a residence permit					
Possession of a work permit					
Do restrictions in time apply? (Duration)					
Do restrictions to a specific employer apply?					
Do restrictions to a specific employment sector apply?					
Is preference to be given to nationals and EU citizens (in general or in relation to specific jobs, if so which?)					
Other? (add rows if applicable)					

Q43. With reference to Section 3, please complete the following table on the eligibility of refugees, beneficiaries of subsidiary and humanitarian protection to employment-related support measures. Indicate if they are eligible to access the support measure with yes/no

Table 5 Eligibility for employment-related support measures for the categories of refugees, beneficiaries of subsidiary and humanitarian protection³⁰

	Refugee	Beneficiaries of subsidiary protection	Persons granted humanitarian status	Comments
Education ³¹				
Language courses				
Orientation courses				
Vocational education and training				
Counselling				
Recognition of qualifications				
Guaranteed minimum resources				
Housing support/access to social housing				
Other (add rows if necessary)				

³⁰ This means access to all beneficiaries under the protection status.

³¹ Education as described under Q8: education with a specific focus on access to education that has a **direct link to employment**, for example, by providing support for the development of higher level (non-vocational) skills. Please do not report on education more generally. The focus is on education for those of employment age that might lead towards employment.

Q 44. With reference to Section 3, please complete the table below setting out the authorities responsible for the provision of employment-related support measures to refugees, beneficiaries of subsidiary and humanitarian protection

Table 6 Authorities responsible (executive and financial) for the provision of employment-related support measures³²

Employment-related support measure	Authority that carries executive responsibility	Authority that carries financial responsibility	Comments
Education			
Language courses			
Orientation courses			
Vocational education and training			
Counselling			
Recognition of qualifications			
Guaranteed minimum resources			
Housing			
Other			

³² Please specify the authorities/organisations/institutions responsible. This can also include NGO's. Note however that the table and the Study in general focus on government-related support measures, i.e. how the government organises itself to provide the support. NGO's/third parties can be involved if outsourced by the government.

Q45. With reference to Section 3, please complete the table below on conditions to access employment-related support measures for refugees and beneficiaries of subsidiary and humanitarian protection. Please indicate if the conditions apply by answering with yes/no. Please also clarify if the conditions apply to: i) all TCNs legally residing on your Member State’s territory (“all TCNs”); ii) all beneficiaries of international/humanitarian protection (“all ben”); or iii) specifically to refugees (“Ref”), beneficiaries of subsidiary protection (“SP”), beneficiaries of humanitarian protection (“HP”)

Table 7 Conditions to access employment-related support measures

	Education	Language courses	Orientation courses	Vocational education and training	Counselling	Recognition of qualifications	Guaranteed minimum resources	Housing	Comments*
Having a residence permit									
Having a work permit									
Having identity documents									
Having a domicile									
Language competency									
Specific qualifications/diplomas required									
Sufficient financial resources									
Eligibility for loans									
Etc. (add rows if applicable)									

* Please also indicate if conditions equally apply to all beneficiaries of international/humanitarian protection, all third-country nationals, nationals of the MS.

Q46. With reference to Section 3, please complete the table below concerning statistics on access to employment-related support measures

Table 8 Statistics in relation to accessing employment-related support measures

	Refugees, beneficiaries of subsidiary protection and humanitarian protection					Please specify to which groups the figures refer to
	2010	2011	2012	2013	2014	
Total number of beneficiaries accessing education						
Total number accessing language courses						
Total number accessing orientation courses						
Total number accessing vocational education and training						
Total number making use of procedures for the recognition of qualifications						
Total number provided minimum guaranteed resources						
Total number accessing counselling services						
Total number accessing housing						

