



Home Office

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

National Contribution from the United Kingdom

Henry Davidson and Sohail Jannesari

May 2016

Disclaimer: The following responses have been provided primarily for the purpose of completing a Synthesis Report for the above-titled European Migration Network (EMN) Focused Study. The contributing EMN National Contact Points have provided information that is, to the best of their knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of an EMN National Contact Point's Member State.



Top-line ‘factsheet’ (National Contribution)	3
1. Accessing the labour market: Residence permits and the legal right to access the labour market	6
Table 1 Residence permits granted to refugees, beneficiaries of subsidiary protection and persons granted humanitarian protection	8
Table 2 Conditions linked to access to the labour market for refugees and beneficiaries of subsidiary protection and humanitarian protection	11
2. Labour market integration policy and its organisation	13
2.1: Overview of labour market integration policies for refugees beneficiaries of subsidiary and humanitarian protection	13
2.2: Organisation of employment-related support measures	16
3. Support measures to access the labour market	19
Language courses.....	20
Orientation courses.....	21
Education	23
Vocational education and training	24
Procedures for the recognition of qualifications.....	25
Counselling services	26
Access to housing.....	28
Guaranteed minimum resources	30
4. Labour market participation	32
Table 3 Statistics on labour market participation	33
5. Conclusions	36
6: Additional information to ensure compatibility	39
Table 4 Conditions to access the labour market.....	39
Table 5 Eligibility for employment-related support measures for the categories of refugees and beneficiaries of subsidiary and humanitarian protection ⁱ	41
Table 6 Authorities responsible (executive and financial) for the provision of employment-related support measures ⁱ	43
Table 7 Conditions to access employment-related support measures.....	45
Table 8 Statistics in relation to accessing employment-related support measures	47

² Integration of beneficiaries of international/humanitarian protection into the labour market: Policies and good practices

Top-line ‘factsheet’ (National Contribution)

Overview of the National Contribution – introducing the study and drawing out key facts and figures from across all sections of the Focused Study, with a particular emphasis on elements that will be of relevance to (national) policymakers.

Introduction

Integration of third-country nationals is one of the key challenges the EU and Member States currently face, following the Syrian humanitarian crisis. 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 to the host Member State and the EU in general. Labour market integration is not only economically efficient in terms of contributions to society and removing strains on the welfare system, but also provides the individual with feelings of self-worth, social interaction and self-reliance.

It is therefore crucial for Member States to share knowledge of good practice and barriers to achieving integration, and in particular labour market integration, in order to make the process more efficient and effective. This study therefore aims to inform the target audience (for example, practitioners, policy officers and decision-makers at both EU and national level including academic researchers and the general public), the European 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.

The UK

This study gives an overview of the UK policies and practices in relation to integrating beneficiaries of international/humanitarian protection into the labour market.

Classifications

The UK uses three classifications to describe individuals in the target international/humanitarian protection group: ‘refugee status’, ‘humanitarian protection status’, and the less commonly used ‘discretionary leave to remain’. The EU classification of ‘subsidiary protection’ is not used in the UK; humanitarian protection is used to cover this area of policy. Both refugee and humanitarian protection status usually allow for five years of leave to remain, with discretionary leave to remain usually granted for three years initially. Applications for extensions and citizenship can be made at the end of these periods. These groups are treated equally in terms of the UK’s labour market integration policy.

Central policy

The Government's approach to integration was published in 2012¹ by the Department for Communities and Local Government (DCLG), an aspect of which was directly targeted at labour market integration and education. This UK-wide approach is used by local authorities to coordinate their integration activities, some of which are funded by the DCLG. In addition to this, the Home Office jointly funds integration projects for refugees across the UK with the European Commission, partly through the European Refugee Fund (ERF).

Refugees living in the UK have the same rights as British citizens. These include: the rights to work, claim benefits and housing; and to be re-united with their spouse and children. These individuals are also entitled to access the labour market in the same manner as British citizens and to receive similar support and integration provisions. These services include: language training courses, specifically English for speakers of other languages (ESOL); aid in improving employability skills and searching for job vacancies (for example, through Jobcentre Plus); guaranteed minimum resources (income support); and both council-allocated and privately rented housing.

The UK runs two schemes to resettle refugees directly from refugee camps and regional protection areas: The Gateway Protection Programme (GPP); and the Syrian Vulnerable Persons Relocation (SVPR) Scheme. Both include significant integration provisions.

Gateway Protection Programme

The GPP is operated by the Home Office in partnership with the United Nations High Commissioner for Refugees (UNHCR). Each year the programme aims to resettle 750 of the most vulnerable individuals seeking asylum, specifically women at risk, survivors of torture and violence, and extreme medical cases. The majority of these, (600 individuals per year), are taken from areas designated as Regional Protection Programmes; the remaining 150 come from other locations. Local authorities have the opportunity to opt in to the scheme and provide support measures for a designated number of refugees with full funding assistance from the Home Office and ERF. Several non-governmental organisations (NGOs) also assist with the delivery of services

The GPP runs for 12 months and provides individuals with several support measures designed to help to facilitate their resettlement and improve their opportunities for employment. Initially, individuals receive pre- and post-arrival cultural orientation, which features information on the services they are entitled to and how to access these. Each refugee is immediately housed on arrival and has their bills paid for a short period. Additionally, every individual taken onto the scheme is given a resettlement caseworker. These caseworkers help refugees to develop a Personal Integration Plan, which is often broad but features employment-related goals. Caseworkers may also support the refugees in accessing services that help to facilitate employment such as Jobcentre Plus, and aid them in developing employability skills.

The Syrian Vulnerable Persons Relocation Scheme

¹ Department for Communities and Local Government (2012) *Creating the Conditions for Integration*, available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7504/2092103.pdf

⁴ Integration of beneficiaries of international/humanitarian protection into the labour market: Policies and good practices

The SVPR Scheme, which runs in parallel with the UNHCR's Syria Humanitarian Admission Programme (HAP), prioritises victims of sexual violence and torture, as well as the elderly and disabled escaping from the humanitarian crisis in Syria. The UK Government has recently expanded the scheme and has committed to resettling 20,000 Syrian refugees by the end of the current Parliament in 2020. The scheme will be coordinated by Strategic Migration Partnerships (SMPs), which consist of different agencies and organisations that work on immigration and integration. Local authorities can opt in to resettle specific numbers of vulnerable individuals and provide them with integration support in the form of pre-departure orientation, housing and English language provision. The central UK Government covers these costs for the first 12 months and then assists with costs long term.

Barriers to integration

Research suggests that there are several barriers experienced by refugees and those with humanitarian protection looking to access the labour market. The most prevalent of these is a lack of English language skills. Not only does this directly hinder individuals in applying for and subsequently attaining employment, but it can also limit their social networks, which can indirectly be a useful means of finding employment opportunities.

Furthermore, studies on UK refugees suggest that individuals may find difficulties in achieving recognition of their qualifications, which can further hamper those seeking employment. This can result in refugees being overqualified for the positions they attain.

Although less directly linked to employment, research has suggested that refugees underuse counselling provisions. Individuals who may benefit from these services but do not utilise them may be creating a further barrier to their labour market integration, through their poor health impeding entering employment.

However, although not equal to the level attained by other migrants, recent research shows that the employment and other outcomes of third-country nationals in the UK are generally better than many other EU Member States. Although the third-country national category includes groups other than refugees, this is still an important finding to note.²

² See OECD (2015) *Indicators of Immigrant Integration 2015*, available at: http://www.oecd-ilibrary.org/social-issues-migration-health/indicators-of-immigrant-integration-2015-settling-in_9789264234024-en

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 and 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.

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 and beneficiaries of subsidiary and humanitarian protection, linking the (type of) residence permit granted to labour market access rights.³ 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.

The UK does not use the EU classification of subsidiary protection within its policy structure. Instead, the classification of humanitarian protection is used to cover subsidiary protection. In the UK there is little difference in labour market policy and practice between the classifications of refugees and those receiving humanitarian protection. Once an individual has been granted refugee or humanitarian protection status they will have full access to the labour market .

The two main classifications are outlined below, including both their residence rights and labour market access . If an individual does not fulfil the criteria of refugee status or humanitarian protection status, they may still have rights to access the labour market in the same manner as the other groups through discretionary leave to remain, as detailed below.

Refugee status: Once an individual has been granted refugee status in the UK on the grounds of the 1951 Geneva Convention, they will be granted leave to remain in the UK for up to five years. Once a person is granted protection in the UK, they have the right to work, claim benefits and housing, and to be re-united with their spouse and children (aged under 18) under the family reunion policy. There is an avenue for settlement (indefinite leave to remain) after five years of leave to remain.

³ 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).

⁶ Integration of beneficiaries of international/humanitarian protection into the labour market: Policies and good practices

Humanitarian protection: If an individual is not classified as a refugee under the 1951 Convention Relating to the Status of Refugees and the 1967 Protocol (the Refugee Convention), they can qualify for humanitarian protection if there is a well-founded fear of persecution or real risk of harm for a non-Convention reason in their country of origin (for instance, an individual may be subject to the death penalty or torture if returned). Those granted humanitarian protection will be granted leave to enter or remain for a period of up to five years. Those granted humanitarian protection have access to public funds, are entitled to work, to apply for an integration loan, and (since 9 October 2006) have access to family reunion, on the same basis as refugees. There is an avenue for settlement (indefinite leave to remain) after five years of leave to remain.

Discretionary leave to remain: In limited circumstances (such as when the removal of an individual would be in breach of family rights or if an individual's medical condition may result in a painful death or acute mental or physical suffering if returned to their country of origin), if an asylum seeker does not meet the conditions of refugee status or those of humanitarian protection, they may meet the criteria of discretionary leave to remain (DL). This will always be for a limited period of time, and the applicant will usually be granted three years of leave initially. There are several criteria that an applicant might meet in order to be granted DL, including specific medical cases, for example, final stages of terminal illness, and victims of slavery and compulsory labour. Individuals granted this status have the same rights to labour market access as refugees and those 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 and 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)	N/A	N/A	N/A	
Maximum duration (including renewals) residence permit in months/years (by law)	<i>"The UK Residence Permit (UKRP) may be valid for five years and is renewable, unless there are compelling reasons of national security or public order, or where there are reasonable grounds for considering that the applicant is a danger to the UK or having been convicted by a final judgment of a particularly serious crime, the applicant constitutes a danger to the community of the UK or the person's character, conduct or associations."</i>	N/A	<i>"The UK Residence Permit may be valid for five years and renewable, unless compelling reasons of national security or public order otherwise require or where there are reasonable grounds for considering that the person granted humanitarian protection is a danger to the security of the UK or having been convicted by a final judgment of a serious crime, this person constitutes a danger to the community of the UK or the person's character, conduct or associations."</i>	Source: Gov.uk 326A procedure (Paragraph 339Q of the Immigration Rules)

Mean length of residence permit ⁱⁱ in months/years (in practice)	N/A	N/A	N/A	None
After how many years of authorised stay can an application for permanent residence be made?	An application of indefinite leave to remain can be made once the applicant has held a UKRP for a continuous period of five years in the UK and this has not been revoked or renewed.	N/A	See response to 'refugees'.	None
What are the conditions for permanent residence?	As well as having held a UKRP for a continuous period of five years, there are several conditions surrounding imprisonment and conviction of crimes (go to the link in comments column and see section 339R). Additionally, through their conduct, the applicant must not have demonstrated reason for their settlement to be undesirable. They must also not represent a threat to national security.	N/A	See response to 'refugees'.	https://www.gov.uk/guidance/immigration-rules/immigration-rules-part-11-asylum

<p>After how many years of authorised stay can an application for citizenship be made?</p>	<p>Following a period of five years leave to remain a refugee may apply for indefinite leave to remain. Once the individual has had indefinite leave to remain for one year they may apply for citizenship.</p>	<p>N/A</p>	<p>See response to 'refugees'.</p>	<p>https://www.gov.uk/becoming-a-british-citizen/check-if-you-can-apply</p>
<p>What are the conditions for citizenship?</p>	<p>Refugees must be of 'good character', i.e. have no recent or serious criminal record, or immigration offence. An individual's application will be affected by both the length of their sentence and the time that has passed since their sentence has ended. Individuals must meet the 'knowledge of English' and 'life in the UK' requirements. To meet the 'knowledge of English' requirement, applicants must have an English qualification at B1, B2, C1, or C2, or have a degree taught or researched in English. To meet the 'life in the UK' requirement, the applicant must pass a test centred around British traditions and customs.</p>	<p>N/A</p>	<p>See response to 'refugees'.</p>	<p>https://www.gov.uk/becoming-a-british-citizen/check-if-you-can-apply</p> <p>'good character' – https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/406368/Chapter_18_Annex_D_v02.pdf</p>

- i. Including possible renewal (but excluding permanent residence permits and permits granted after application for citizenship).
- ii. First residence permit including possible renewal (excluding permanent residence permits and permits granted after application 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 and beneficiaries of subsidiary and humanitarian protection.

Table 2 Conditions linked to access to the labour market for refugees and 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 ⁱ	Secretary of State will not impose conditions restricting the employment or occupation in the UK of a person granted asylum.	N/A	Secretary of State will not impose conditions restricting the employment or occupation in the UK of a person granted humanitarian protection.	None
Conditions for labour market access that apply in practice ⁱⁱ	N/A	N/A	N/A	None

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 in the territory	None	N/A	None	None
--	------	-----	------	------

- i. 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?
- ii. Even if no specific conditions are laid down in legislation, certain conditions may still apply in practice. If these apply in practice, but are not laid down in national legislation, please describe these in this row.

2. Labour market integration policy and its organisation

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 category⁴ "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?*)

Main components of labour market integration policy

The Government's approach to integration in England was published in 2012. It is built around five key contributors to an integrated society: common ground; responsibility; social mobility; participation and empowerment; and tackling intolerance and extremism. The principle of social mobility is specifically related to both education and employment, and therefore directed towards labour market integration. The aim of this policy area is to "help

⁴ MISSOC (2012), *Cross-cutting introduction to guaranteed minimum resources*, available at: http://www.missoc.org/MISSOC/INFORMATIONBASE/COMPARATIVETABLES/CROSSCUTTINGINTRO/Introduction_Table_11.pdf

everyone to realise their potential irrespective of their background, and tackle persistent inequalities in access to training and jobs". It should be noted that this document does not cover integration policy in Wales, Scotland and Northern Ireland

All refugees are entitled to the same support as British citizens with the intention that this will assist in their labour market integration. This includes housing, employment support through Jobcentre Plus, and mainstream provision of free and certified English language lessons. There is also an expectation from the Government that migrants and refugees have a responsibility to support their own integration. However, there is specific provision for resettled refugees on the Gateway Protection Programme (GPP) and the Syrian Vulnerable Persons Relocation (SVPR) Scheme (further outlined below).

General refugee support

Refugees and those benefiting from humanitarian protection are granted access to the labour market, housing, benefits, healthcare, education and counselling, in the same manner as British citizens (further details can be found in Section 3).

Education: All individuals have access to English for speakers of other languages (ESOL). In many cases this is free to access (detailed in Section 3).

Employment/volunteering: All individuals have access to Jobcentre Plus, where they can receive job-related training, including CV writing and information on job opportunities.

Counselling: All individuals have access to the NHS, through which they have access to counselling services.

Access to housing: Refugees have the right to apply for an allocation of housing from the council or from a housing association and the right to claim housing benefits to help them pay rent (please see question 12 for more details).

Specific refugee Support – Gateway Protection Programme

The GPP is jointly funded by the European Commission (EC) and the Home Office. Most projects under this programme received 75 per cent funding from the EC, although projects such as the Regional Protection Programme received 50 per cent funding. The GPP identifies 750 vulnerable refugees from refugee camps to be resettled per year. Once identified, medical screenings are conducted, transport to the UK is arranged and housing and a dedicated caseworker are provided for 12 months in order to help the refugees integrate into society. The programme aims to help those seeking asylum, specifically women at risk, survivors of torture and violence, and extreme medical cases, to integrate into society.

Refugees taken onto this programme represent a small proportion of the overall number of individuals granted refugee and humanitarian protection status in the UK. For example, in 2014 a total of 10,125 individuals were granted refugee or humanitarian protection status (Eurostat), with the GPP making up 7 per cent of this number.

Of the 750 refugees resettled annually, 600 are identified from areas designated for a

Regional Protection Programmes (RPP). These are “international protection instruments that aim to improve refugee protection in target regions through the provision of durable solutions”). The remaining 150 are identified from areas not designated as an RPP.

Each individual on the GPP is provided with the following support.

Orientation: A one-day cultural orientation prior to arrival. Post-arrival, individuals are collected by the Home Office, shown to their accommodation, and given information on the services they can access. Although orientation is not a direct means of labour market integration, the process offers a useful means of initiating integration into society as a whole.

Each individual refugee on the GPP is given a caseworker who helps them to develop a Personal Integration Plan. This covers a range of broad headings including housing, finance, health, education, employment, relationships, ESOL (please see Section 3) and legal processes. Caseworkers work with the individual refugee to establish their background and aspirations within each of these areas and to help them to build a plan of how those hopes can be realised.

Employment/volunteering: Volunteering can be an important precursor to employment. For instance, in the 2004–06 GPP evaluation at the 18-month post-grant point, volunteering experience had been gained by between one-fifth and one-third of each refugee cohort. Examples included a former teacher who volunteered as a teaching assistant in a local school and a physiotherapist who found a volunteering placement as an assistant physiotherapist. Refugees’ comments suggested that a particularly useful focus was on volunteering that had the potential to lead to paid work.

Access to housing: Each resettled refugee is given accommodation for at least 12 months.

Specific Refugee Support – Syrian Vulnerable Persons Relocation Scheme

The SVPR scheme runs in parallel with the United Nations High Commissioner for Refugees (UNHCR) Syria Humanitarian Admission Programme (HAP) and has previously been based on needs rather than quotas. The programme grants individuals humanitarian protection and aims to prioritise victims of sexual violence and torture, as well as the elderly and disabled. The scheme also gives a particular recognition to the needs of children, including those who are orphaned. The UK Government has now expanded the scheme and has committed to resettle 20,000 Syrian refugees from the surrounding areas of Egypt, Iraq, Jordan, , Lebanon, and Turkey by the end of the current Parliament in 2020.

Orientation: Pre-departure cultural orientation is currently five hours, but will be rising to ten hours in Phase 2 of the scheme in April 2016. It explains to refugees what will happen before departure and after arrival in the UK.

Education: English language provision is the responsibility of the relevant local authority receiving refugees. They will be funded to deliver ESOL for the first 12 months. Nothing is delivered pre-departure.

Access to housing: Each resettled refugee is given accommodation for at least 12 months.

Mandate Refugee Scheme⁵

Individuals can apply to the UNHCR for mandate refugee status. If the UK is the most appropriate resettlement country for the mandate refugee and they have close ties with the country, for example, family members (who must provide initial accommodation), they may be resettled in the UK. Mandate refugees do not receive benefit from any integration programme (unlike GPP refugees) as the family are expected to assist in this. There is no set quota for this scheme.

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 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 policy⁶ 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?*

Main state actors in integration:

The Department for Communities and Local Government: The DCLG created a UK-wide approach to integration used by local authorities. It is built around five key contributors to an integrated society, one of which, '**social mobility**', is strongly related to employment. The

⁵ See gov.uk for information on the MRS, available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/257392/manadatereferences.pdf

⁶ 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.

principle of social mobility aims to “help everyone to realise their potential irrespective of their background, and tackle persistent inequalities in access to training and jobs” *so that* “all communities are able to contribute and benefit”⁷. Additional funding to support English language provision was based upon the social mobility aspect of the national integration plan.

Home Office: Jointly funds with the EC integration projects across the UK. These include: The European Integration Fund (EIF), which funded 119 integration projects across 2011–13 in different areas of the UK; the European Refugee Fund (ERF) which funded 14 projects across 2011–13, 7 of which related to refugee integration, most notably, the GPP.

Local authorities across the UK: Responsible for overseeing local implementation of integration measures.

Third parties:

The GPP: The GPP is operated by the Home Office in partnership with the **UNHCR**. Once selected refugees have arrived in the UK, the Home Office works with **local authorities** to integrate them into society. Local authorities can participate on an opt in basis and will receive funding from the Home Office. As at January 2016, 15 local authorities are participating in this scheme.

Pre-arrival services, including orientation and basic English language training are provided to the GPP refugees by the **International Organisation for Migration** in association with the Home Office.

Post-arrival services are provided by several NGOs: **Refugee Action**, the **Refugee Council**, and **Horton Housing Association**. These NGOs operate nationwide to provide individuals with 12 months of housing, healthcare, education, language courses and casework support services. Local authorities and councils assist in the individuals’ labour market integration.

Caseworkers provided by Refugee Action and the Refugee Council use a holistic-needs assessment and action-planning tool called a ‘Personal Integration Plan’ with each individual adult refugee. It covers a range of broad headings including housing, finance, health, education, employment, relationships and legal. Horton Housing Association caseworkers use a similar tool that assesses needs and risks, identifies goals and plans tasks. Horton Housing Association has a training facility where cultural orientation training courses and English classes are delivered. Cultural orientation can also be carried out on a one-to-one or household basis by caseworkers as part of the tailored support provided to each refugee.

Local authorities for the area where refugees are housed will often provide separate tailored support services to assist in labour market integration. For example, the Yorkshire and Humberside GPP created a position of ‘employment adviser’ to assist in directly improving and individual’s employability.

Syrian Vulnerable Persons Relocation Scheme: The UK central Government meets the costs of the arrivals in terms of accommodation and integration support over the first 12

⁷ Department for Communities and Local Government (2012) *Creating the Conditions for Integration*, available at: <http://www.communities.gov.uk/publications/communities/integration>

months and then assists with costs over the long term. Local authorities can opt in to receiving and resettling refugees. Delivery of the integration support will be coordinated by the Strategic Migration Partnerships (SMPs) – these consist of different agencies and organisations that work on immigration and integration. For instance, the London SMP includes a representative from the Mayor of London’s Office, UK Visas and Immigration, London councils, the Federation of Small Businesses and the Mayor’s Migrant and Refugee Advisory Panel.

In addition, many universities, NGOs and private sector organisations have offered to support the current expansion of the scheme. The UK Government will consider all these offers and respond as appropriate as the scheme progresses.

Q5b. Please indicate whether the provision of the different support measures 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.?)

The UK coordinates integration provision at a local level. This consists of ad hoc projects across the country, mainly funded by the ERF. When two or more projects deliver in the same area, the Home Office (which oversees the ERF funds) facilitates contact between the projects to ensure efficiency.

DCLG also supports local integration provision. For instance, DCLG locally provided £350,000 in 2015/16 to Sheffield Council to assist with the integration of Roma migrants in the city. DCLG also coordinates national integration projects for certain groups. For example, it gave £1.5 million from 2011/12 to 2012/13 to help to integrate retired Gurkhas across England.

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?*
- 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.*

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.

Who is financially and executively responsible?

The Skills Funding Agency, an executive agency of the Government's Department for Business, Innovation and Skills (BIS), funds ESOL provision. These courses are offered through Jobcentre Plus.

In January 2016 the UK Government announced that £20 million additional funding for ESOL courses would be introduced in October 2016. This funding will target specific communities of the most isolated Muslim women in the UK, with the aim of helping them to integrate into society. The funded classes will be run in homes, schools and community centres, with childcare costs and travel expenses provided to encourage maximum participation. To be eligible for the funding, individuals must fulfil certain criteria: The individual must have been resident in the UK for the previous 12 months, they must be located in specific wards of local authorities, and they must have little or no spoken English. Although some refugees will be eligible for this scheme, it should be made clear that refugees are not the specific targeted group.

In addition to the mainstream provision of ESOL, the Department for Communities and Local Government (DCLG) funds a community-based English language training programme. This has provided £8 million over 2013/14 to 2015/16 to support more than 35,000 adults who are most isolated due to their lack of English language skills, through community-based English language training (although many of these adults are not refugees). Key groups of individuals include Bangladeshi, Pakistani and Somali women.

The Gateway Protection Programme (GPP) resettlement providers may include their own ESOL provision in their programmes. This would be funded under their own costs and is not part of the grant agreement with the Home Office.

Most ESOL provision funded through European Commission (EC) funds is under the European Integration Fund (EIF), which is not available to refugees. However, The European Refugee Fund (ERF) has funded a few projects that provide ESOL to refugees

How and by whom is the support measure implemented in practice?

A full fee remission to cover the costs of ESOL provision is available for all individuals who receive 'active benefits', for example, Job Seeker's Allowance (JSA) and Employment Support Allowance (ESA). This is also granted in several other instances including for those aged 19–24 who are studying for their first level 2, 3, or 4 qualification. Those on 'inactive benefits', i.e. those who are unable to work are usually required to pay 50 per cent of the course fees, but there is some flexibility allowing providers to offer full fee remission if the applicant is studying English to gain employment.

DCLG provision is delivered by community groups and charities including FaithAction, the Tinder Foundation, TimeBank and Manchester Council.

Do the actors involved receive support to focus the services to meet the needs of refugees?

Income Support legislation permits a refugee attending a course to learn English for 15 hours per week or more to claim Income Support as opposed to JSA for a period of up to 9 months so long as the claimant has been in the country for less than 12 months when the course started.

In addition to this, for any claimant who has been claiming JSA for longer than six months the Department for Work and Pensions (DWP) has the flexibility to allow for full-time training for up to eight weeks.

Are services tailored to meeting the employment access needs of refugees?

In general, services are not tailored to meet the employment needs of refugees. However, the DWP is considering the possibility of introducing easements around the conditionality attached to JSA for GPP refugees, to allow them easy access to language provisions.

Best practice and barriers

In 2014 internal Home Office analysis of findings from EIF and ERF evaluations identified a variety of best practice for integration projects. Integration projects combining practical ESOL with a social component such as trips and arts were very successful at meeting their targets. Moreover, many of the most successful projects offered a means of helping participants to work on their confidence alongside learning ESOL. Both staff and participants felt that this helped participants to overcome non-language barriers to integration as well as helping people to have the confidence to use their new ESOL skills. All successful projects where it was relevant offered childcare. One project did well in meeting its targets but said that availability of childcare in the local area had been a big impediment to doing even better.

The Home Office evaluation of the 2011–13 GPP found that delivery staff and many refugees across all three GPP regions wanted an increase in the amount of ESOL training available, and felt that everyone should be able to access free provision (including childcare). They felt that this was the most important way to improve the delivery of the programme and speed up progress towards self-sufficiency. However, this has clear cost implications. Indeed, in the past, the GPP was required to offer ESOL courses to all individuals. However, this has been removed because of budget restrictions.

The evaluation also suggested that Jobcentre Plus practices can also be improved to facilitate access to language courses. Refugees reported a lack of translated written communications and inconsistencies in the way that JSA was administered (including whether or not English classes counted towards refugees' job searches).

Orientation courses

Q7. In relation to orientation courses⁸, please explain the organisation and

⁸ 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

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.

Who is financially and executively responsible?

As mentioned previously, the Home Office pay for pre- and post-arrival orientation courses for refugees resettled under the GPP. Costs are also partly met by the EC under the ERF. Similarly, the Syrian Vulnerable Persons Relocation (SVPR) Scheme has orientation courses (as described previously in Section 2.1) paid for by the Home Office.

How and by whom is the support measure implemented in practice?

The International Organization for Migration (IOM) implements the pre-arrival orientation courses. GPP providers and Strategic Migrations Partnerships (SMPs) deliver post-arrival courses for the GPP and SVPR Scheme refugees respectively.

The GPP has the more established orientation, which can be split into pre-arrival (conducted by the IOM) and post-arrival (conducted by the GPP).

Pre-arrival: Individuals are provided with a one-day cultural orientation programme. This includes video interviews with refugees previously resettled through the programme, in which they talk about their experiences of resettling and offer advice to new arrivals. Individuals also receive information covering: the journey; the first few weeks; Biometric Residence Permit (BRP) cards; housing; money; fraud; transport; education; healthcare; living in the UK; and rights and responsibilities.

Post-arrival: On arrival in the UK, refugees are received by a small team from one of the three NGOs – Refugee Action, Refugee Council or Horton Housing Association – usually around three members of staff and two interpreters. Information provided at the airport includes a basic overview of what the next steps and timeframes for the day will be. A brief welcome speech, introduction to the team and overview of the support is covered at an arrival venue prior to the refugees departing for their accommodation (usually in cars containing each family or household unit). Upon arriving at their accommodation, staff from the relevant accommodation provider carry out a health and safety briefing, mainly focusing on equipment in the house. Information provided during the rest of the 'arrival week' can include benefits being applied for, tenancy agreements, more in-depth details of the support on offer and (for cases with children) laws in the UK surrounding parenting.

Do the actors involved receive support to focus the services to meet the needs of refugees?

As orientation programmes are only used for resettled refugees, they are designed specifically to suit their needs.

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).

Are services tailored to meeting the employment access needs of refugees?

As resettled refugees are very vulnerable the focus is not initially on employment. However, pre-departure orientation does include information on the right and responsibility to work if possible.

Best practice and barriers

Pre-departure training can be particularly effective when delivery staff come from the same ethnic background as the beneficiaries. An EIF project, teaching ESOL to women in Pakistan who planned to join their spouses, argued that this meant that they better understood the needs and mindsets of beneficiaries, positively influencing the success of the project.

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.

Who is financially and executively responsible?

Refugees have the same access to education (that might lead towards employment) as British citizens. There is no central body that coordinates these support measures, but local authorities may provide individuals with support in developing higher level skills through education.

EIF and ERF projects also contributed to supporting refugee access to education with a direct link to employment; therefore the Home Office and EC are also financially responsible.

How and by whom is the support measure implemented in practice?

There has been some provision of 'employability workshops' by local authorities to teach refugees skills that can help lead to employment. These workshops, conducted by volunteers, have included instruction on active listening, transferable skills, team work, the art of conversation and making a positive first impression.

The Active Participation in English Learning (APEL) ERF project, which worked with migrants in Yorkshire and Humber until mid-2014, utilised similar types of workshops to integrate Yemeni refugees. During 2012, 110 refugees participated in either these workshops or ESOL courses specifically designed to facilitate access to employment.

Some local authorities delivering the GPP provide refugees with 'employment advisers' and 'work clubs'. These offer education in skills that are necessary for individuals to have success in entering employment. Such skills include interview practice, CV writing and good practice when applying for jobs.

Do the actors involved receive support to focus the services to meet the needs of refugees?

ERF projects (including the GPP) as well as the employability workshops receive funding specifically to provide refugees with the support that they need to attain employment. This will include the help that caseworkers are able to provide to refugees as well as the employment advisers.

Are services tailored to meeting the employment access needs of refugees?

The GPP employability workshops and smaller ERF projects all have tailored their services to meet the employment access needs of refugees.

Best practice and barriers

The latest evaluation of the GPP (2011–13) found that IT and computer courses were the most popular training refugees had sought out. Use of the internet was crucial in searching for employment or volunteering opportunities, English classes or other vocational training opportunities. Applications are also often online and IT skills are a requirement for most jobs.

Employability workshops – <https://civilservice.local.blog.gov.uk/2015/07/07/training-on-offer-to-deliver-employability-workshops/>

Vocational education and training

Q9. In relation to vocational education and training⁹, 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.

Who is financially and executively responsible?

All refugees and those granted humanitarian protection are entitled to the vocational education and training services that are accessible to British citizens. These are administered by Jobcentre Plus, which comes under the DWP.

How and by whom is the support measure implemented in practice?

Jobcentre Plus (JCP): Those individuals able and available to work can sign up to JSA upon

⁹ 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.

being granted refugee status. This provides individuals with enough money to purchase basic requirements for living, for example, food. JCP will also provide other means of support including: help with writing a CV; identifying ESOL courses; and signposting towards job vacancies.

Volunteering schemes: GPP caseworkers will try to facilitate volunteer schemes for refugees. For example, the GPP has found refugees with teaching qualifications work experience as a teaching assistant.

Do the actors involved receive support to focus the services to meet the needs of refugees?

JCP services are individually tailored to all those who attend. ESOL, signposting and any other employment support, is given according to user need.

Are services tailored to meeting the employment access needs of refugees?

JCP vocational education and training is designed to achieve employment outcomes for all, including refugees.

Help is also available to guide those with foreign qualifications that they wish to have transferred.

Best practice and barriers

Refugees report that volunteering opportunities are more likely to match their current skills and qualifications than the paid work they are offered. Such work is often menial labour. As well as offering refugees an experience of working in the UK labour market, it helps them to improve their language skills and confidence, and provides an opportunity to gather UK employment references ¹⁰

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

Who is financially and executively responsible?

The UK national agency for the recognition and comparison of international qualifications and skills (NARIC) acts on behalf of the Department for Education (DfE) to assess the equivalence of international qualifications in UK standards. Although this service is available to all it costs a minimum of £55.20.

¹⁰ Platts-Fowler and Robinson (2011) *An Evaluation of the Gateway Protection Programme*, available at: <https://www.shu.ac.uk/research/cresr/sites/shu.ac.uk/files/eval-gateway-protection-programme.pdf>

How and by whom is the support measure implemented in practice?

UK NARIC provides a comparison statement for people with international qualifications planning to work or study in the UK. The statements can be used by individuals to help them through the UK's immigration system, in applying for a UK job or enrolling on an education course.

Do the actors involved receive support to focus the services to meet the needs of refugees?

In January 2015 UK NARIC launched a free information guide for all those involved in working with and advising refugees¹¹. It aims to help those supporting refugees to give better advice on how individuals can "obtain recognition for their overseas qualifications and certificates and improve their prospects of securing work¹²".

Are services tailored to meeting the employment access needs of refugees?

The guide produced by UK NARIC had a specific focus on the employment needs of refugees. The guide was produced with Transitions London CIC (an organisation that assists refugees with professional level qualifications to work in the UK) and aims to help counter potential employer apprehension about employing refugees.

Good practice and barriers

A paper by the Refugee Council and Community Links (2011¹³) reports that although 70 per cent of those granted asylum hold formal qualifications, in the majority of cases those fleeing their homes do not have time to make copies of their qualifications in order to provide these once they have arrived in the UK. Additionally, the study suggests that UK NARIC's information is often not sufficiently detailed. This can mean that cautious or out of date comparisons are made, resulting in refugees' qualifications being rated as lower than they expected.

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

¹¹ The document can be accessed by contacting UK NARIC:

<http://www.ecctis.co.uk/naric/news%20story.aspx?NewsID=415>

¹² See: <http://www.ecctis.co.uk/naric/news%20story.aspx?NewsID=415>

¹³ Refugee Council and Community Links (2011) *Understanding the informal economic activity of refugees in London*, available at: http://www.refugeecouncil.org.uk/assets/0001/7060/GLA_report.pdf

in relation to this support measure.

Who is financially and executively responsible?

All government-funded health services open to refugees are supplied by the National Health Service (NHS), which both funds and provides counselling and other mental health services.

Prior to and on arrival in the UK refugees resettled under the GPP are entitled to an initial counselling session¹⁴. This can be followed up with further sessions if necessary. This is funded by the ERF and Home Office.

How and by whom is the support measure implemented in practice?

All refugees are entitled to register with and utilise their local general practitioner (GP) in the same manner as British citizens. If the GP deems that an individual would benefit from further medical help then they can be referred to more specific services, for example, the Child and Adolescent Mental Health Service (CAMHS) and others aimed at the adult populations.

Several NGOs also offer counselling sessions specifically for refugees, including the Refugee Therapy Centre and the Refugee Council. Freedom from Torture also works with refugees who have been victims of torture.

As part of the GPP individuals are provided with counselling by the IOM prior to arrival.

Do the actors involved receive support to focus the services to meet the needs of refugees?

Practitioners and services provided directly by the NHS do not receive support to focus the services to meet the needs of refugees. However, as mentioned, several NGOs provide psychotherapy and counselling sessions specifically for refugees.

Are services tailored to meeting the employment access needs of refugees?

Services are not tailored to meet the employment needs of refugees.

Best practice and barriers

Although refugees and those with humanitarian protection have access to mental health services, they can face barriers in doing so. A 2009 report¹⁵, carried out by the mental health charity Mind, conducted 96 face-to-face and telephone interviews with voluntary and statutory mental health service providers as well as refugee agencies from dispersal areas. Barriers to service provision included the following.

Language barriers: The limited provision of interpreting services reported by the study group was often felt to be of low quality as interpreters were not experienced in the field of

¹⁴ For more information, see: <http://www.unhcr.org/40ee6fc04.pdf>

¹⁵ Mind (2009) *A civilised Society*, available at: <http://www.mind.org.uk/media/273472/a-civilised-society.pdf>

mental health. The problem was further exacerbated by a lack of knowledge among professionals on how to work with translators. Although friends and family were used as interpreters, this poses confidentiality issues.

A difference in usage of mental health services across cultures: In some cultures there is considerable stigma attached to issues regarding mental health. This can sometimes be exacerbated by a lack of understanding among refugees of the services offered. Some medical staff also reported being reluctant to work with refugees due to a lack of skills necessary to treat them effectively.

Fear of authority: There is also suggestion that refugees may have a fear of authority, particularly in some cases where health care professionals have been involved in torture in the refugees' countries of origin. This can deter refugees from engaging with the services and can mean that trust can take a long time to build, consequently impeding the therapeutic process.

Lack of knowledge: Frequently, refugees were felt by service professionals to lack knowledge of the mental health services available and what they were entitled to, meaning that they were under-utilised.

Access to housing

Q12. In relation to access to housing¹⁶, 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.

Who is financially and executively responsible?

Once granted refugee or humanitarian protection status individuals may remain in the housing they received as an asylum seeker for 28 days (provided by the Home Office). Otherwise, refugees have the right to apply for social housing and housing benefits to help them to pay rent. The DWP is financially and executively responsible for housing benefit. Local authorities are responsible for sourcing and allocating social housing.

All refugees resettled under the GPP are directly accommodated in mainstream housing immediately after arrival. Local authorities therefore cover the costs. However, the Home Office funds accommodation providers to pay refugees' utility bills for the first two weeks of their residency. Following this, refugees are required to pay these themselves, with housing and work benefits helping them to meet this cost.

If local authorities opt in to the resettling of the SVPR Scheme refugees they are expected

¹⁶ 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.

to source accommodation for individuals and families. The central UK Government will fund the costs incurred.

How and by whom is the support measure implemented in practice?

Refugees and beneficiaries of humanitarian protection are eligible to be allocated mainstream social housing by local councils under centrally determined rules. The housing provided may be provided by local councils (state-provided housing for people in need) or housing associations (independent non-profit organisations also providing housing for people in need). If they apply for social housing, their application will be considered in accordance with the local authority's allocation policies in the same way as other applicants.

GPP resettlement models vary slightly across the country with housing being permanent in some cases and temporary (up to around a year) in others. Where housing is temporary, support with finding permanent accommodation and moving on is provided. As the refugees enter mainstream housing immediately after arriving (i.e. local council housing or housing association accommodation), they are expected to make the same payments as other UK residents. Prior to arrival NGOs and representatives from housing, health, education and the police discuss and make strategic decisions about where to place refugees, ensuring that essential services and support are in place before the refugees arrive.

For the SVPR Scheme local authorities are able to specify to the Home Office the size and characteristics of accommodation that they are able to provide¹⁷. This can include details on whether the accommodation is suitable for a single individual or a family.

Do the actors involved receive support to focus the services to meet the needs of refugees?

The transitional housing support of 28 days is tailored to meet the needs of refugees, giving them time to register and access mainstream welfare as well as to find new accommodation. The provision for resettled refugees also includes a tour of the accommodation, an explanation of how to use the facilities and continued caseworker support to help refugees manage issues such as household bills.

Best practice and barriers

A recent review of the transition system by the Refugee Council (Doyle¹⁸, 2014) found that a period of 28 days (before transitional housing ceases) to attain new accommodation can prove challenging for refugees. Their unfamiliarity with the housing system can sometimes be a barrier in finding new accommodation.

The location of housing is important and GPP evaluations have found that refugees may find it harder to integrate in some deprived areas. Resettling refugees in areas of high

¹⁷ For further information, see:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/472020/Syrian_Resettlement_Fact_Sheet_gov_uk.pdf

¹⁸ Doyle (2014) *28 days later: experiences of new refugees in the UK*, available at:

http://www.refugeecouncil.org.uk/assets/0003/1769/28_days_later.pdf

unemployment means refugees enter an extremely competitive labour market. Settling refugees in prosperous areas, however, is not always the answer – as they will often have highly competitive low-skilled labour markets and high-skilled opportunities may still be difficult to access, for example, due to difficulties in converting foreign qualifications. The cost and availability of housing can also be significantly higher in more prosperous areas.

Community tensions may be exacerbated in areas with a lack of jobs and social housing¹⁹. For instance, an Open Society Foundation report on the white working class found that in Higher Blackley, an area of high deprivation in Manchester, job insecurity, disconnection to institutions and cultural anxieties were combining to produce a negative attitude towards immigrants. The report used 12 focus groups and 23 interviews solely in Higher Blackley (over 100 individuals in total), to explore a variety of social issues, including housing and employment, within a range of demographics.

Guaranteed minimum resources

Q13. In relation to guaranteed minimum resources²⁰, 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.

Who is financially and executively responsible?

The DWP is financially and executively responsible for guaranteed minimum resources.

How and by whom is the support measure implemented in practice?

Refugees have the same access as British citizens to several different types of guaranteed minimum resource. These are outlined below:

- **Income Support:** Means-tested, tax-financed scheme providing financial help for people who work but are not in full-time work (i.e. must work 16 hours or less a week for the claimant, 24 hours or less for the claimant's partner), who are not required to register as unemployed and whose income from all sources is below a set minimum level. The amount of entitlement is between £57.90 and £114.85 a week, dependent on circumstances.
- **Jobseekers' Allowance (income-based):** Income-based, means-tested, tax-financed scheme for registered unemployed people whose income from all sources is below a set minimum level and who are not in full-time work (classed as 16 hours or less a week for the claimant and/or 24 hours or less for a claimant's

¹⁹ Open Society Foundations (2014) *Europe's White Working Class Communities: Manchester*, available at: <https://www.opensocietyfoundations.org/sites/default/files/white-working-class-communities-manchester-20140616.pdf>

²⁰ 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).

partner). The amount available is up to £57.90 a week for 18- to 24-year-olds and up to £74.10 for over 25-year-olds.

- **Pension Credit:** Means-tested, tax-financed, minimum income guarantee scheme for men and women over the relevant state pension age. The **Guarantee Credit** tops up an individual's weekly income if it is below £151.20 for single people or £230.85 for couples.
- **Employment and Support Allowance:** Income-based, means-tested, tax-financed social assistance scheme for people unable to work because of sickness or disability. Individuals will be placed in one of two groups.
 - **Work-related activity group:** Individuals must attend regular interviews with an adviser who can help with things like job goals and improving skills. Individuals will receive up to £102.15 per week.
 - **Support group:** Individuals do not have to attend interviews but are offered support from a personal adviser. Individuals in this group are usually severely limited by their illness or disability. Individuals will receive up to £109.30 per week.
- **Housing Benefit:** Means-tested, tax-financed social assistance scheme to help people who are in or out of work and on a low income, needing help to meet their housing costs. The benefit is paid through the local authority (municipality).

The amount of housing benefit received will depend on individual circumstances.

All guaranteed minimum resources are calculated in a weekly amount and will usually be paid into an individual's bank account every two weeks. Payments will not be made automatically on arrival and require refugees to make a claim for the type of support they believe they are entitled to.

Do the actors involved receive support to focus the services to meet the needs of refugees?

Services are not tailored to meet the needs of refugees but apply equally to all.

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 ¹					Beneficiaries of humanitarian protection ¹				
	2010	2011	2012	2013	2014	2010	2011	2012	2013	2014	2010	2011	2012	2013	2014
Total number granted protection	:	48,300	41,100	41,800	51,900	:	:	:	:	:	:	:	:	:	:
Total number employed (including self-employment)	:	9,000 ^b	7,300 ^b	9,400 ^b	10,300 ^b	:	:	:	:	:	:	:	:	:	:
Total number overqualified in their position	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:
Total number unemployed	:	8,900 ^b	8,200 ^b	8,100 ^b	*	:	:	:	:	:	:	:	:	:	:
Total number of inactive persons	:	19,800 ^b	17,500 ^b	17,000 ^b	24,900 ^b	:	:	:	:	:	:	:	:	:	:

ⁱ The UK's Office for National Statistics (ONS) produces estimates from the UK Labour Force Survey and Annual Population Survey (<http://www.ons.gov.uk/ons/about-ONS/get-involved/taking-part-in-a-survey/information-for-households/a-to-z-of-household-and-individual-surveys/labour-force-survey/index.html>) on individual employment status. This survey includes a variable for why individuals originally migrated to the UK, of which asylum is a potential response. Estimated population sizes for individuals who originally arrived as asylum seekers, by employment status are below the ONS's minimum publication threshold for findings from the sample survey of 6,000, and therefore cannot be provided. Survey responses do not ask for specific asylum route; as such, a breakdown of the figures by beneficiaries of subsidiary protection and humanitarian protection cannot be provided.

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

ⁱⁱⁱ "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.

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 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

The Survey of New Refugees (Cebulla et al., 2010²¹), which included 5,600 recently arrived refugees in its first wave, found that at 8 months, 34 per cent of refugees were employed, rising to 49 per cent at 21 months. However, this was below the UK average employment rate of 80 per cent (ONS, 2009²²). Moreover, of those in employment at 21 months, over half felt overqualified for the position they were in (Cebulla et al., 2010).

An evaluation of the Gateway Protection Programme (GPP) studying the first 2 groups of refugees (around 125 individuals) to arrive on the programme (Evans and Murray, 2009²³) reported that many refugees had found that their expectations of the speed in finding a job far exceeded reality. Individuals with professional experience and formal qualifications found numerous barriers to attaining employment. Both Evans and Murray (2009) and Cebulla et al. (2010) reported that poor English language skills was one of the central barriers to employment. Some refugees also found that a lack of understanding of the UK job market acted as a barrier to employment. Furthermore, some individuals found that forms of identification provided by the Home Office demonstrating their eligibility for employment were sometimes not recognised by employers, thus creating a further barrier to employment (Evans and Murray, 2009).

Bloch (2008²⁴) conducted a study of refugees in the UK labour market. Findings suggested that those who were employed were often in low-skilled secondary sector jobs, with incomes far below the national average. Bloch found that before coming to the UK, 21 out of 27 with a degree, postgraduate degree or professional qualification, for example, in teaching, were in work (the majority in teaching roles). In contrast at the time of the study, only nine were in employment (none in teaching). Previous research (Bloch, 2004²⁵) indicated that refugees with skills and qualifications in high demand, such as doctors, nurses and teachers tend not to be employed in their respective qualified professions. Research into the employment of refugees in Coventry found that of those employed prior to arrival in the UK, 66 per cent worked in skilled or professional positions. Since arriving in the UK

²¹ Cebulla, A., Daniel, M., and Zurawan, A., (2010) *Spotlight on refugee integration: findings from the Survey of New Refugees in the United Kingdom*, available at:

<https://www.natcen.ac.uk/media/25582/refugee-integration-summary.pdf>

²² Office for National Statistics (2009) *Statistical bulletin: Labour market statistics*, available at:

<http://www.statistics.gov.uk/pdffdir/lmsuk0709.pdf>

²³ Evans, O., and Murray, R., (2009) *The Gateway Protection Programme: an evaluation*, available at:

<http://socialwelfare.bl.uk/subject-areas/services-client-groups/asylum-seekers-refugees/homeoffice/141660horr12c.pdf>

²⁴ Bloch, A., (2007) *Refugees in the UK labour market: The conflict between economic integration and policy-led labour market restriction*, available at:

<http://openaccess.city.ac.uk/2544/1/Refugees%2520in%2520the%2520UK%2520Labour%2520Market.p>

^{df}

²⁵ Bloch, A., (2004) 'Survey research with refugees: a methodological perspective', *Policy Studies*, 25: 2, 139-51

none of these individuals had re-entered industries of this nature, with the majority of those now working in the UK (58%) found in elementary (menial) occupations and 29 per cent in processing and machine operating roles (Philimore et al., 2003, in Mackay, 2007²⁶). However, the sample size of this study was not made clear in the report.

²⁶ Mackay, S., (2007) *Refugees, Recent Migrants and Employment: Challenging Barriers and Exploring Pathways*, available at:
https://books.google.co.uk/books?id=ruSRAgAAQBAJ&pg=PA218&lpg=PA218&dq=low+skilled+employment+in+refugees+uk&source=bl&ots=9LhXnHoCeK&sig=Jdml05mEcF8s5CFbjnnw25Gc7pQ&hl=en&sa=X&ved=0CFYQ6AEwCGoVChMIuu_TyLbgyAIVx7IUCh1krADm#v=onepage&q=low%20skilled%20employment%20in%20refugees%20uk&f=false

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)

Once an individual has received refugee or humanitarian protection status they have the same rights as British citizens to access the labour market; that is they can work and are afforded basic rights at work such as sickness and holiday pay on a full- or part-time contract. As with other non-citizens, access to jobs in areas of high national security in the Government may be restricted.

In practice, both refugees and those with humanitarian protection face some obstacles in obtaining employment.

- Language barriers: Many refugees lack English language skills, and English for speakers of other languages (ESOL) can be difficult to access for some individuals. This means that the language barrier can be difficult to breach.
- Recognition of qualifications: Highly skilled refugees can sometimes find that their skills and qualifications achieved in a foreign country are not recognised by UK employers. This can lead to refugees being employed in occupations below their ability or potential.

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.

Generally, refugees and those granted humanitarian protection status are offered no specific support measures to facilitate their labour market integration. This is because they are treated the same as British citizens when it comes to accessing the labour market. Like British citizens, these individuals have access to ESOL, Jobcentre Plus employment support, housing benefits and services that facilitate recognition of their qualifications. There are little data to show numbers of refugees accessing and utilising these services.

However, resettled refugees and those participating in European Refugee Fund (ERF) projects may receive extra support in securing housing, learning English and integrating into

British society. Moreover, all refugees may benefit from locally delivered services, including some Department for Communities and Local Government (DCLG) programmes, which also offer language and integration provision.

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.

The Gateway Protection Programme (GPP) offers specific tailored support measures to refugees on its scheme. These are not available either to other refugees and those with humanitarian protection, or to third-country nationals.

- **Personal caseworkers:** Each GPP refugee is given a personal caseworker for the first 12 months of their residency in the UK. These caseworkers assist refugees in developing a Personal Integration Plan. This will cover housing, finance, health, education, employment, relationships and legal matters. Caseworkers establish a refugee's background in each of these areas before helping them to decide on realistic hopes for the future and build a plan of how those hopes can be realised. Caseworkers will be a regular point of contact for the refugees and can assist in all aspects of integration
- **Orientation:** Although not directly targeted at labour market integration, the GPP offers individuals both pre- and post-arrival orientation and information on the way in which British society functions. This will include information on what they are entitled to and how to apply to jobs.

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**

There are no differences between these groups in their entitlement to labour market access.

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.

Good practices identified in evaluations of ERF and the European Integration Fund (EIF) programmes include providing practical ESOL classes with a social component (ideally delivered by teachers of the same ethnic background), taking into account cultural sensitivities, and providing childcare to facilitate regular participation. In terms of education leading to employment, IT classes were crucial. For resettled refugees, it was important to provide housing in prosperous areas that did not have competitive low-skilled labour markets.

A range of best practice for integration projects has been identified through learning from EIF and ERF projects conducted in the 2011–14 funding period. Key lessons included the following.

- Producing targets based on robust needs assessments triangulating data from previous work, as well as findings from primary research.
- Face-to-face methodologies; first-hand accounts of project experience from previous participants were particularly powerful while doorstep conversations were effectively used to reinforce promotional literature.
- Venues with childcare facilities; many projects focusing on women stated that without childcare, the majority of the participants would not have been able to attend.
- Evaluation surveys, family meetings, and the completion of individual learning plans; methods like these were used by a few EIF projects to gather evidence of impact.
- Maintaining online learning materials and organising a 'Graduation Day' where ESOL providers can share lessons learnt with other local providers who work with refugees and advertise their advanced courses to refugees completing more basic courses. These were examples of ways that EIF projects attempted to maintain client progression post-project and ensured that lessons of good practice were disseminated appropriately to relevant stakeholders.

6: Additional information to ensure compatibility

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

<i>Conditions/ restrictions</i>	<i>Applies to all TCNs in: 1) legislation? 2) practice?</i>	<i>Applies to Refugees in: 1) legislation? 2) practice?</i>	<i>Applies to beneficiaries of subsidiary protection in: 1) legislation? 2) practice?</i>	<i>Applies to persons granted humanitarian protection in: 1) legislation? 2) practice?</i>	<i>Comments</i>
<i>Possession of a residence permit</i>	<i>Yes</i>	<i>Yes</i>	<i>N/A</i>	<i>Yes</i>	
<i>Possession of a work permit</i>	<i>No</i>	<i>No</i>	<i>N/A</i>	<i>No</i>	
<i>Do restrictions in time apply? (Duration)</i>	<i>No</i>	<i>No</i>	<i>N/A</i>	<i>No</i>	

<i>Do restrictions to a specific employer apply?</i>	<i>No</i>	<i>No</i>	<i>N/A</i>	<i>No</i>	
<i>Do restrictions to a specific employment sector apply?</i>					
<i>Is preference to be given to nationals and EU citizens (in general or in relation to specific jobs, if so which?)</i>	<i>No</i>	<i>No</i>	<i>N/A</i>	<i>No</i>	
<i>Other? (add rows if applicable)</i>					

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 and beneficiaries of subsidiary and humanitarian protectionⁱ

	Refugee	Beneficiaries of subsidiary protection	Persons granted humanitarian status	Comments
Education ⁱⁱ	Yes	N/A	Yes	Both groups can access the same services as all British citizens.
Language courses	Yes	N/A	Yes	Both groups have access to the mainstream English for speakers of other languages (ESOL) courses.
Orientation courses	Depends on which scheme individuals are accepted onto	N/A	No	Refugees on the Gateway Protection Programme (GPP) and Syrian Vulnerable Persons Relocation (SVPR) Scheme

				receive cultural orientation prior to arrival, and an induction post-arrival.
Vocational education and training	Yes	N/A	Yes	Both groups can access the same services as all British citizens. Those on the GPP and SVPR Scheme have access to caseworkers who can find them work experience opportunities.
Counselling	Yes	N/A	Yes	Both groups can access the same counselling services as all British citizens.
Recognition of qualifications	Yes	N/A	Yes	There are no specific services to assist in recognising qualifications.
Guaranteed minimum resources	Yes	N/A	Yes	Both groups receive the same income

				support benefits as all British citizens.
Housing support/access to social housing	Yes	N/A	Yes	Both groups have access to social housing and privately rented accommodation.
Other (add rows if necessary)		N/A		

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

ii 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 measuresⁱ

Employment-related support measure	Authority that carries executive responsibility	Authority that carries financial responsibility	Comments
Education	Local authorities	Local authorities	Covers costs for the first 12 months

Language courses	Department for Business, Innovation and Skills (BIS) (Skills Funding Agency); Department for Communities and Local Government (DCLG); local authorities	BIS, DCLG, Home Office, European Commission	
Orientation courses	Home Office and local authorities	Home Office	Only available through resettlement programmes
Vocational education and training	Department for Work and Pensions (DWP) (Jobcentre Plus)	DWP	
Counselling	Department of Health (National Health Service – NHS) and Home Office	Department of Health (NHS) and Home Office	Home Office provides initial counselling session for GPP migrants
Recognition of qualifications	Department for Education UK national agency for the recognition and comparison of international qualifications and skills (UK NARIC)	Department for Education	Service users must pay a minimum cost of £55.20
Guaranteed minimum resources	DWP	DWP	
Housing	Local authorities	DWP	

Having identity documents	N/A								
Having a domicile	N/A								
Language competency	N/A								
Specific qualifications/ diplomas required	N/A								
Sufficient financial resources	N/A								
Eligibility for loans	N/A								
Etc. (add rows if applicable)	N/A								

* 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	:	:	:	:	:	

ISBN: 978-1-78655-135-1

Published by the Home Office

© Crown Copyright 2016