



AD HOC QUERY ON 2021.27 COMPLEMENTARY PATHWAYS Part 2

Requested by COM on 27 April 2021

Responses from Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Slovakia, Slovenia, Spain, Sweden (23 in Total)

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1. Background information

This Ad-hoc query aims to collect information for the purposes of the EMN Inform on Legal Pathways. It aims at collecting information contributing to the development of the future Talent Partnerships and complementary pathways related to work. To reach that aim, the proposed inform will map EMN Member States' relevant experiences. At the same time, as outlined in the Concept note for EMN contribution to innovation in migration, the aim is to identify and suggest innovative methods and approaches and be forward looking in terms of future opportunities and challenges (not for making policy recommendations).

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With regard to complementary pathways, the inform will focus on work-related complementary pathways for persons in need of international protection. It does not cover those linked to family reunification or higher education. It does not cover either the situation of asylum applicants already present in the EU. It is important to note that it is not sufficient for a labour mobility scheme to be open to migrants including persons in need of international protection to be defined as a work related complementary pathway. There needs to be some specific measures to be taken towards persons in need of international protection in the labour mobility scheme. In addition, work-related complementary pathways should not be understood as limited to programmes set up/implemented by Member State authorities. To the extent that national authorities are aware, the information provided should include work-related complementary pathway programmes designed or implemented by other stakeholders.

2. Questions

1. If work-related complementary pathway programmes exist in your Member State: (a) Please provide the main aspects of the programme (countries/nationalities, skills profiles/targeted sectors, number of admissions envisaged, any measures taken to facilitate the admission, type of support actions, role of different actors – public/private, source of funding; age of the programme.); (b) Please provide a description of the main challenges and solutions identified so far.
2. If work-related complementary pathway programmes do not yet exist in your Member State, have the national authorities announced plans to introduce such programmes? If so, please provide, if available, their main aspects (countries/nationalities, skills profiles/targeted sectors, number of admissions, type of support actions, role of different actors – public/private, source of funding.)
3. If national authorities do not plan to introduce work-related complementary pathway programmes, was the question publicly discussed by the relevant national authorities and stakeholders (migration, international protection-related and employment authorities; employer representatives)? If it was discussed and rejected, please provide the main reasons for the rejection.
4. If work-related complementary pathway programmes exist in your Member State, please provide any examples from your experience of good practices for the creation and the implementation of work-related complementary pathway programmes, especially regarding the involvement of employers and/or business community in creating/scaling up such programmes, if applicable.

We would very much appreciate your responses by **25 May 2021**.

3. Responses

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		Wider Dissemination ²	
	EMN NCP Austria	Yes	<p>1. Austria does not have any such programmes.</p> <p>---</p> <p>Source: Ministry of the Interior</p> <p>2. The current Austrian People's Party-Green coalition has stated in its government programme, among other things: "Clear separation between immigration and asylum: In the future, Austria will neatly separate the issues of flight and migration." (https://www.dieneuevolkspartei.at/ Download/Regierungsprogramm_2020.pdf , p. 136). Against this background, it can be assumed that such programmes are not planned.</p> <p>---</p> <p>Source: Ministry of the Interior</p> <p>3. Such programmes have not been discussed in detail in the public discourse so far.</p>

¹ If possible at time of making the request, the Requesting EMN NCP should add their response(s) to the query. Otherwise, this should be done at the time of making the compilation.

² A default "Yes" is given for your response to be circulated further (e.g. to other EMN NCPs and their national network members). A "No" should be added here if you do not wish your response to be disseminated beyond other EMN NCPs. In case of "No" and wider dissemination beyond other EMN NCPs, then for the Compilation for Wider Dissemination the response should be removed and the following statement should be added in the relevant response box: "This EMN NCP has provided a response to the requesting EMN NCP. However, they have requested that it is not disseminated further."

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			<p>---</p> <p>Source: Ministry of the Interior</p> <p>4. Since there are no such programmes in Austria, no response.</p> <p>---</p> <p>Source: Ministry of the Interior</p>
	<p>EMN NCP Bulgaria</p>	<p>Yes</p>	<p>1. In the bilateral agreements for labour migration regulation:</p> <ul style="list-style-type: none"> • The countries are those that have signed such agreements; • No sectors/professions/skills are targeted; • No restrictions/goals in numbers introduced; • Measures taken/support actions: visa issuance with priority. <p>No such challenges established.</p> <p>2. No. At the moment the necessity to elaborate any further (different than bilateral agreements) work-related complementary pathway programmes is not recognized by the competent national authorities.</p> <p>3. No. The necessity of introduction of further work-related complementary pathway programmes is not expressed by the national representative employers' organizations.</p> <p>4. N/A</p>

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	EMN NCP Croatia	Yes	<ol style="list-style-type: none"> 1. n/a 2. n/a 3. n/a 4. n/a
	EMN NCP Cyprus	Yes	<ol style="list-style-type: none"> 1. There are no such programmes running in Cyprus. 2. At the moment there is no planning for introducing work-related complementary pathway programmes. 3. No, since currently, there is no planning for the introduction of work-related complementary pathway programmes. 4. Not applicable for Cyprus.
	EMN NCP Czech Republic	Yes	<ol style="list-style-type: none"> 1. There is no work-related complementary pathway programme for persons in need of international protection in place in the Czech Republic. Due to specific characteristic of the Czech labour market (high volume of persons employed in industry), the Czech Republic is convinced that all new initiatives on the EU level in legal migration area must be complementary and non-binding to national mechanisms, without affecting states' competences in this area. 2. No policy plans are considered in this area. 3. No policy plans are considered in this area.

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			4. Not applicable.
	EMN NCP Estonia	Yes	<p>1. There are no work-related complementary pathway programmes for persons in need of international protection in Estonia.</p> <p>2. There are currently no plans to introduce work-related pathway programmes in Estonia.</p> <p>3. No public consultations on the topic have been held.</p> <p>4. N/A</p>
	EMN NCP Finland	Yes	<p>1. a) N/a b) N/a</p> <p>2. Provisional planning for complementary pathways is being carried out.</p> <p>3. N/a</p> <p>4. N/a</p>
	EMN NCP France	Yes	<p>1. Initiated by the French government with the support of civil society and economic players, the mission of PAUSE (Programme d'aide à l'Accueil en Urgence des Scientifiques en Exil - National program for the urgent aid and reception of scientists in exile) is to accommodate and protect researchers from countries in which the political situation places their work and their families in danger.</p> <p>The National Program for the urgent aid and reception of scientists in exile (<i>Programme d'aide à l'Accueil en Urgence des Scientifiques en Exil, PAUSE</i>) was created in January 2017 for a duration of 5 years, following</p>

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			<p>the signing of an agreement between the Ministry of Higher Education and Research, the Collège de France and the Chancellery of the Universities of Paris.</p> <p>The aim of PAUSE is to promote the reception of foreign researchers, scientists and intellectuals who find themselves in emergency situations in France. The intention is to enable them to continue their work and protect their families. Some of the refugees were selected in France, other in third countries and entered France under cover of a long term visas as researcher – talent or as student.</p> <p>Funding of 2 millions euros, renewed in 2019, was allocated to the programme by the Ministry of Higher Education and Research. It will be used in particular to grant incentivising funding to higher education institutions and public research organisations that wish to commit to receiving foreign researchers who are in danger and to assisting them with the process of integration, both professional and personal.</p> <p>The PAUSE programme offers co-financing, in the amount of 60%, for French institutions, schools and research organisations who wish to accommodate researchers who are in danger. The programme is funded by the FAMI and allows the issuance of 25 grants per year.</p> <p>At the end of 2020, PAUSE had been effective in supporting the reception of 222 at-risk foreign researchers in France. There are as many women as there are men:</p> <ul style="list-style-type: none"> • 30% of the researchers received come from Syria, while 60% come from neighbouring countries such as Iraq, Turkey, Russia and Afghanistan. Some also come from Burundi, Venezuela, Pakistan and Yemen. • Two thirds of them specialise in humanities. • The received researchers are university professors and experienced researchers, but also PhD students, who account for 30% of the overall group. <p>More information at: https://www.college-de-france.fr/site/en-program-pause/PAUSE-Presentatio...</p> <p>2. Not to our knowledge.</p> <p>3. Not to our knowledge.</p> <p>4. France has not developed any other programs related to economic migration pathways. The only other legal migration pathways are related to resettlement/relocation and asylum visa programs.</p>
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	EMN NCP Germany	Yes	<p>1. There is no work-related complementary pathway programme. However, the German legislator introduced a special work regime, the so-called „Regulation for the Western Balkans“, which was a reaction to a high influx in the German asylum system from the Western Balkans in the past. It allows work migration from the Western Balkans until 2023 but in each case requires the consent of the federal employment authority (which i.a. includes an employment condition test) to take employment. There is a limit of 25.000 consents per year. The regulation is valid until end of 2023 in Germany.</p> <p>Besides this special work regime for nationals of the Western Balkans in Section 26 (2) of the German Employment Regulation, Section 26 (1) lists several privileged states (Andorra, Australia, Canada, Israel, Japan, the Republic of Korea, Monaco, New Zealand, San Marino, the United Kingdom of Great Britain and Northern Ireland (as defined by section 1 (2) no. 6 of the Freedom of Movement Act/EU) as well as the United States of America) whose nationals are granted a permanent facilitated labour market access. The German Federal Employment Agency can approve any employment with a priority check, irrespective of formal professional qualifications and the domicile of the employer.</p> <p>In addition, the Employment Regulation (Beschäftigungsverordnung, BeschV) allows third-country nationals to enter qualified employment in the German labour market in certain cases such as speciality cooks, professional athletes or journalists.</p> <p>Regarding the eventual creation of pathways to employment in Germany there are however several Education/study-related programmes which are designed to do so. One of the most prominent programmes is „Leadership for Syria“. It was mainly financed (about 17 million EUR) by the Foreign Office and run by the German academic exchange service (DAAD). It provides 200 Syrian nationals with scholarships and aims at advancing the education of young Syrian students and researchers in Germany. All the DAAD programmes consist of 4 components: 1) Recognising Skills and Qualifications; 2) Ensuring Academic Qualification - Language and Subject-related Preparation 3) Supporting Integration at Universities; 4) Enabling Transition into the Job Market. The programme aims at integrating the students into the German workforce but also educating them to play an important role for the development of their home country after the conflict ends. In 2020 a similar programme „Leadership for Africa“, was implemented. It is a sponsored scholarship programme of the Federal Foreign Office to support Africans obtain master´s degrees in selected subjects of study at German higher institutions. Currently, 55 scholarships per year are provided for refugees recognized by Ethiopia, Kenya, Uganda and Sudan as well as national graduates of those countries.</p> <p>2. At the moment there are no plans to create a work-related complementary pathway. German national</p>
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			<p>authorities rather refer to the general „Skilled-Workers Immigration Act“ which entered into force on 1st March 2020 for any one, who meets the requirements to legally enter Germany for the purpose to study, research or to work. This act facilitated the immigration of skilled workers without an academic degree. Please also see answer to question 1).</p> <p>3. There has been no nationwide debate or requests for a work-related complementary pathway programme. Debates concerning legal pathways rather focus on family reunification and resettlement. Also, in regard to work-related migration, there is a common understanding that work migration should be demand-driven and the entry requirements such as a certain level of qualification should not be abolished. These requirements create obstacles to a work-related complementary pathway.</p> <p>4. n/a</p>
	EMN NCP Hungary	Yes	<p>1. No such pathway programmes exist in Hungary</p> <p>2. No such programmes are planned.</p> <p>3. As the Hungarian migration policy does not support introducing any additional legal pathways, no public discussions took place or on the agenda.</p> <p>4. N/A</p>
	EMN NCP Ireland	Yes	<p>1. Work-related complementary pathways are not in place in Ireland.</p> <p>2. No.</p> <p>3. No.</p>

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			4. N/A
	EMN NCP Italy	Yes	<p>1. Last February, the Ministry of Labour and Social Policies signed with CARITAS Italiana a Memorandum of Understanding to promote the socio-occupational integration of persons arrived in Italy within complementary paths for international protection (in particular humanitarian and university corridors) with community sponsorship involving CARITAS Italiana and the Italian Government, with active interventions from 2017 – 2019.</p> <p>Personal situations will be assessed with reference to the capabilities, characteristics and skills that are best suited to interventions for social and labour integration, also ensuring equal opportunities for men and women. In the three years following the signing of the Memorandum of Understanding with CARITAS, this Ministry, through the Directorate General for Immigration and Integration Policies, undertakes to make available up to 200 places for the reported beneficiaries within the framework of its active interventions for social and labour integration. It also undertakes to inform CARITAS Italiana about the opportunities for beneficiaries and to involve it in the information and promotion activities of the interventions. It also undertakes to facilitate the contacts between CARITAS Italiana and the implementing subjects, at national and local level, in order to favour the access of the beneficiaries to the interventions, as well as their success and the identification of active subjects in the territories that could be involved in their implementation. CARITAS Italiana will commit, with its own professional and economic resources and with the support and action of the diocesan CARITAS and of the local communities (community sponsorship) in the activities of identification and in-depth assessment of potential beneficiaries and of their preparation, also favouring the acquisition of basic linguistic skills. It will also undertake to support the beneficiaries in the access procedures and to follow their participation to the social and labour insertion interventions promoted by the General Directorate. It will also undertake to guarantee a territorial connection within the scope of the interventions and to point out entrepreneurial realities available to host job placement courses.</p> <p>2. Not applicable</p> <p>3. Not applicable.</p>

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			4. Not applicable.
	EMN NCP Latvia	Yes	<ol style="list-style-type: none"> 1. Latvia does not have any work-related complementary pathway programmes. 2. It is not planned to introduce such programmes. 3. There have not been any discussions on this subject. 4. N/a
	EMN NCP Lithuania	Yes	<ol style="list-style-type: none"> 1. There are no such programmes for persons in need of international protection in Lithuania. 2. There are no such plans to the best of our knowledge. 3. No public discussions to report. 4. N/a.
	EMN NCP Luxembourg	Yes	<ol style="list-style-type: none"> 1. N/A. Luxembourg does not have any work-related complementary pathway programmes to bring refugees into the country. 2. With a view to promoting legal migration, the Directorate of Immigration of the Ministry of Foreign and European Affairs participated at the national level in the working group, chaired by the Ministry of Economy, mandated to develop a national strategy on "talent attraction". 3. N/A.

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			4. N/A.
	EMN NCP Malta	Yes	<ol style="list-style-type: none"> 1. There are no such pathway programmes between other states and Malta. 2. No 3. Not yet 4. N/A
	EMN NCP Netherlands	Yes	<ol style="list-style-type: none"> 1. Work-related complementary pathway programmes do not exist in the Netherlands. 2. National authorities have not announced plans to introduce work-related complementary pathway programmes. 3. The introduction of complementary pathway programmes has not been publicly discussed by the relevant national authorities and stakeholders. 4. Not applicable.
	EMN NCP Poland	Yes	<ol style="list-style-type: none"> 1. Unfortunately, no such complementary programmes exist in Poland. 2. As far as the Ministry of Economic Development, Labour and Technology is concerned – the only extended programs aimed at the professional activation of foreigners under international protection are planned in the scope of ongoing works on the new Migration policy of Poland. However, it only pertains to those already living in Poland.

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			<p>The Ministry of Family and Social Policy has started implementing a pilot project, which main goal is opening 2 centers for the integration of foreigners in the one-stop-shop formula. Access to services provided in the centers will not be limited for any group of foreigners, the only condition will be legal stay in the territory of the Republic of Poland. The project is financed by AMIF and the state budget.</p> <p>3. n/a</p> <p>4. n/a</p>
	<p>EMN NCP Portugal</p>	<p>Yes</p>	<p>1. There are several programs in Portugal to promote the integration and insertion of refugees in the labor market, either through the reinforcement of professional skills with complementary training or in support of the recognition of qualifications and skills. The offer of such programs is public, private and also results from agreements between public entities and public and private entities. Such programs are aimed at all immigrants and refugees who want to get into the labor market in Portugal.</p> <p>Examples:</p> <p>Refujobs an electronic platform for employment, entrepreneurship and training for refugees that aims to enhance the professional skills of refugee people and identify job / training opportunities available in Portuguese entities and companies, through the creation of company and candidate profiles, and insertion of job offers or training, in order to make a match between the profiles of the refugee people and the respective job opportunities in Portugal.</p> <p>This platform was made available in Portuguese, English and Arabic and, at the end of 2019, it had 48 registered companies and 87 candidates (70 men and 17 women), resulting in 14 hires (9 men and 5 women). At the end of 2019, 21 active job offers or professional internships were registered on the platform.</p> <p>Refutur Professional Training</p> <p>Taking into account the needs of manpower in the tourism sector and the lack of professional training adapted to the refugee population, a partnership was established between ACM (High Commission for Migration) and Turismo de Portugal, IP (PT Tourism, Public Institute) to create training in the areas of hospitality and service.</p> <p>Refutur is adapted to the profiles of refugees. The training has an eminently practical nature focused on</p>

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			<p>learning by doing, also including training components in the areas of communication, interpersonal relationships and the Portuguese language. The course also includes an integrated internship lasting one month, providing practical learning in the context of work to be carried out in hotels and restaurants, with a view to future hiring.</p> <p>Of the three Refutur courses completed, there were a total of 46 trainees (18 male and 28 female), from 30 different nationalities, with Syria being the most represented nationality, followed by Somali and Iraqi. Only 19 trainees followed the internship, since many of the participants found a job before the internship.</p> <p>GIP - Professional Integration Office</p> <p>CPR (Portuguese Council for Refugees) , in partnership with IEFP (Employment and Vocational Training Institute), has been promoting a Professional Integration Office (GIP) since 2009, for applicants and beneficiaries of international protection, with the aim of promoting the professional integration of unemployed young people and adults in Portugal, stimulating active job search, publicizing measures to support employment, professional training and entrepreneurship, and providing training and education actions.</p> <p>JRS Academy</p> <p>JRS Jesuit Refugee Service is a training entity certified by the Directorate-General for Employment and Labor Relations in the areas of support services for children and young people, social work and guidance and domestic services. In this context, the JRS Academy has been providing training in these specific areas for refugees with school and professional qualifications that are not in the job market for several years, seeking to develop fundamental skills for the exercise of a profession in Portugal, combined with the needs of the labor market.</p> <p>Program for the Promotion of Immigrant Entrepreneurship (PEI)</p> <p>The Project to Promote Immigrant Entrepreneurship (PEI) with the aim of promoting business by immigrants resident in Portugal through their training in entrepreneurial skills. Since 2015, the PEI has been part of the ACM Support Office for Migrant Entrepreneurs (GAEM) in at National Center for Supporting the Integration of Migrants (CNAIM) in Lisbon.</p> <p>The main areas of expertise of this office are training, specialized service for promoting entrepreneurial initiative among migrants and liaising with diverse organizations</p> <p>(b) Please provide a description of the main challenges and solutions identified so far.</p> <p>Information not available</p>
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			<p>2. NA</p> <p>3. NA</p> <p>4. See answer 1, please</p>
	EMN NCP Slovakia	Yes	<p>1. No, there is no such program in place for the persons in need of international protection in the Slovak Republic.</p> <p>2. No.</p> <p>3. No.</p> <p>4. NA.</p>
	EMN NCP Slovenia	Yes	<p>1. Work - related complementary programs do not exist in Slovenia.</p> <p>2. There are no plans on complementary pathway programmes.</p> <p>3. We have no information regarding public debate on this issue.</p> <p>4. Not applicable.</p>
	EMN NCP Spain	Yes	<p>1. In Spain we are beginning to implement certain pilot projects on legal migration, whose main characteristics are: Young generation as change agents is a pilot project on legal migration with Morocco, funded by the EU</p>

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			<p>under the MPF. The Mobility Partnership Facility (MPF)[1] is an EU-funded initiative contributing to the operationalisation of the Global Approach to Migration and Mobility (GAMM). The MPF is funded by the European Commission (DG HOME, DG NEAR and DG DEVCO) and implemented by the International Centre for Migration Policy Development (ICMPD).</p> <p>The aim of the project is to implement a short-term mobility scheme between Spain and Morocco for studying purposes, allowing up to 100 Moroccan post-graduates to enhance and strengthen their skills and knowledge through a master's degree in Spain in specific socioeconomic key sectors for Morocco. During the studies, an award has been created to support the launch of the best projects. The beneficiaries upon their return to Morocco are developing the winning projects.</p> <p>The project's duration is May 2019-June 2021.</p> <p>The IOM (International Organization for Migrations) also participates in the project, supporting the implementation of both the second and the third phase. So, the action is organised in three different phases:</p> <ul style="list-style-type: none"> - Pre-departure phase (May 2019- August 2019): <p>The Moroccan institutions selected the key social and economic sectors in which they have labour shortages and need highly qualified professionals to fill them. They finally chose 20 sectors, such as Renewable energies, Big Data and Biotechnology, among others.</p> <p>100 participants were selected by the Moroccan counterparts, and the Spanish Labour and Education Offices in Morocco.</p> <ul style="list-style-type: none"> - Mobility to Spain <p>Twenty Spanish Universities were hosting 98 participants during the 2019-2020 school year. The selected Moroccan graduates moved to Spain. During this phase, beneficiaries were studying a master with the aim to develop an entrepreneurship project in one of the 20 key sectors (they received a return ticket, academic fees and a 900 euros/month allowance for living expenses).</p> <ul style="list-style-type: none"> - Reintegration phase <p>An award for the best entrepreneurship projects was created. An independent Committee selected the best projects that were to be launched in Morocco upon return.</p> <p>Beneficiaries returned to Morocco and launched the 23 awarded projects.</p> <p>There are also activities to support the integration in the local labour market for all the participants, through contacts and agreements with public entities and private companies operating in the key sectors.</p> <p>Currently, Spain is actively working on the implementation of new projects with third countries that will focus</p>
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			<p>on priority sectors such as agriculture or research.</p> <p>[1] https://mobilitypartnershipfacility.eu/</p> <p>2. See Q1</p> <p>3. See Q1</p> <p>4. In our initiatives the involvement of the private sector is key, especially in the return and reintegration phase. For this involvement to be successful, it must begin in the design of the scheme itself, so there is a match between the participants skills and the private sector needs from the beginning. However, the private sector needs may change in the interim, so the schemes need to have a certain flexibility to adjust to the new environment.</p>
	<p>EMN NCP Sweden</p>	<p>Yes</p>	<p>1. Sweden has no complementary pathway programmes.</p> <p>2. No, no such announcements have been made so far.</p> <p>3. Generally speaking, government-commissioned inquiries in Sweden have devoted some attention to the idea that people in need of protection to some extent might be able to travel or migrate legally by using existing legal migration frameworks for work, study or family-related purposes. For example, an inquiry into legal pathways to apply for asylum in the EU (SOU 2017:103, pp. 74-82) and a cross-party, parliamentary commission on Sweden's future migration policy (SOU 2020:54, pp. 352-353) have mentioned this in their reports, as well as the Swedish Migration Studies Delegation (Delmi Report 2020:2). However, the Swedish EMN NCP is not aware of any migration policy discussions regarding complementary pathway programmes, and there have not been any concrete proposals to introduce such programmes in Sweden. In this context it is also important to mention that resettlement of refugees is a key priority for Sweden. Sweden is committed to supporting UNHCR and has more than doubled its refugee resettlement quota, from 1,900 to 5,000 places</p>

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			<p>per year. Sweden sees resettlement as a sustainable, safe and organized way to offer international protection to the most vulnerable refugees. It is also an act of solidarity with host countries.</p> <p>4. Sweden has no complementary pathway programmes.</p>
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