Regulatory Framework on Employment and Funding for Migration and Integration Policies in the EU
This report was written by Centre for Strategy & Evaluation Services LLP (United Kingdom).

It does not represent the official views of the Committee of the Regions.


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Introduction

1. Political context and study objectives

The issue of receiving refugees and their subsequent integration into Member State societies is likely to remain at the top of the political agenda for the foreseeable future with financial implications for authorities at EU, national, regional and local levels alike.

Against the backdrop of an unprecedented influx of refugees into the EU territory, the Committee of the Regions (CoR) identified the need for updated and systematised information on integration policies in individual Member States and, most importantly, the need for practical information for LRAs on funding to manage the acute challenges linked to migration and the subsequent integration of refugees and migrants. One of the most important methods of integrating refugees and migrants is employment. For this reason, the CoR first asked the European Parliamentary Research Service (EPRS) for an analysis of the regulatory framework on employment for asylum seekers and refugees in eight EU Member States. The resulting study entitled “Work and social welfare for asylum seekers” was delivered in November 2015.

The CoR sought to complement this earlier research with a study on the “Regulatory Framework on Employment and Funding for Migration and Integration Policies in the EU”. The principal objectives and corresponding three parts of the study are:

- To obtain information on the legal framework governing integration policies in eight Member States;
- To obtain information on the applicable regulatory framework on employment in the twenty other EU Member States (not covered by the EPRS analysis);
- To provide LRAs with practical guidance on available funding to manage recent challenges related to migration and integration.

2. Definitional issues

When discussing the refugee crisis, it is important to differentiate between asylum seekers, beneficiaries of international protection, and asylum seekers whose application has been rejected.

The EPRS study defines asylum seekers as: “those who have applied for international protection (refugee status or subsidiary protection) and their application is still pending a decision.” In contrast, the term beneficiaries of international protection covers “both refugees according to the UN Refugee Convention and beneficiaries of subsidiary protection. The latter do not qualify as refugees but substantial grounds exist that the person concerned, if returned to their country of origin, would face a real risk of suffering serious harm as defined in the EU Qualification Directive.” The distinction between those whose asylum application has been accepted (either on the grounds of the UN Refugee Convention or national legislation) and those whose application has been rejected, but who have not been returned to their country of origin for some other reason is not merely a theoretical one, as conditions and rights for both categories vary, depending on the Member State.

In addition, it is pertinent to distinguish between: (a) short-term actions dealing with registration, housing, and managing the influx of migrants; and (b) the more long-term task of
integrating asylum seekers and, most importantly, those who have been granted asylum or for other reasons have a prospect of legally staying on EU territory for the foreseeable future. Whilst LRAs play an important role in both respects, local authorities are particularly concerned with the second task of integrating migrants into host societies.

3. Analytical framework

This study distinguishes six key areas of migrant integration that help structure the research on administrative and fiscal responsibilities and competences at various levels of government. The table below sets out this typology of measures (with examples).

Table 1 – Typology of Integration Measures for this Study

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>Examples of Measures / Issues</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing</td>
<td>Reception facilities for refugees and migrants; access to more permanent housing.</td>
</tr>
<tr>
<td>Training/Education</td>
<td>Language training for migrants; mutual recognition of education and training qualifications; multi-culturalism training for staff delivering public services; educational and vocational training opportunities for low-skilled migrants.</td>
</tr>
<tr>
<td>Employment</td>
<td>Advisory services and information on employment for migrants and refugees; encouraging employers to provide job opportunities specifically for migrants; training for migrants to develop the skills needed for employment opportunities; mentoring support; projects to promote migrant entrepreneurship.</td>
</tr>
<tr>
<td>Health</td>
<td>Screening services for newly-arrived refugees and migrants; health care services that are customised to migrant groups and sub-groups (e.g. children, women, elderly); financial support for migrant health care.</td>
</tr>
<tr>
<td>Other areas</td>
<td>Other measures might include: projects to encourage mutual understanding and cultural awareness/assimilation/diversity; practical training for vulnerable migrant groups; measures to promote access to public services, refugee empowerment (e.g. support for migrant NGOs and community groups) and an awareness of civic rights and responsibilities.</td>
</tr>
</tbody>
</table>

4. Summary of key findings

4.1. Part 1

This part of the study maps out the regulatory framework and budgetary responsibilities of integration policies in the eight selected Member States (Belgium, France, Germany, Greece, Hungary, Poland, Sweden, and the United Kingdom). Besides mapping the overall responsibilities for integration policies, this part of the study distinguishes between six key areas of integration: housing, professional training/education, language skills, employment, health, civic participation and cultural awareness.
In terms of the country overview, the following trends and patterns are discernible:

- Policies governing migrants and refugees are usually devised at the national level and this is especially so in countries characterised as centralised (EL, FR, HU, PL, SE) which often bypass regional authorities although local authorities are involved in implementing policies.
- In the newer Member States (e.g. HU, PL), and to some extent in France due to its assimilation approach, policies are often not specifically targeted at migrants but rather migrants may benefit from policies targeting the wider population in areas such as housing, health, and education. These countries (e.g. HU, PL) often rely on NGO involvement to implement migrant projects on the ground.
- More generally, there are indications that LRAs receive insufficient financial support with their role in the integration process not being clearly recognised in legislation, despite them playing a *de facto* crucial role.

In addition to the country overview, this part includes a set of eight case studies which highlight bottlenecks and good practice examples of measures in the six areas of integration. The case studies describe lessons learned that could help other Member States devise successful measures to integrate migrants. These examples often relate to initiatives bringing together public authorities, migrants, and potential employers as well as social partners in order to improve access to the labour market for migrants. The initiatives all have a public sector component, and are at least in part funded by the public sector.

### 4.2. Part 2

Part 2 of the study summarises the applicable regulatory framework, and outlines the provisions that enable asylum seekers and refugees to seek employment and to access social welfare systems. At European level, the Reception Conditions Directive\(^1\) sets out the rights of asylum seekers and refugees. This includes a transition period of no more than nine months from the lodging of an asylum application until access to the labour market is granted.

This Part of the study found that:

- Member States generally have a transition period for up to nine months in place before asylum seekers can seek employment; Sweden has no transition period in place; and Ireland and the UK, to which the Reception Conditions Directive does not apply, do not grant access to employment for asylum seekers.
- In most Member States, some practical obstacles exist, however, to access to employment and social welfare, such as lack of awareness amongst employers of asylum seekers’ right to work, remoteness of reception facilities, and lack of language skills.
- Some Member States mainly support asylum seekers through financial assistance whereas others mostly provide benefits in kind, plus a small pocket allowance. Hence, the level of financial assistance varies considerably across the Member States.

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\(^1\) EC Directive 2013/33/EU.
Generally, however, it appears to correspond to the average household expenditure (i.e. the price level) in each Member State.

- That more could be done to integrate migrants is also evidenced by the fact that the gap in the employment rate between the total population and third country nationals is considerable in most Member States.

4.3. Part 3

This Part of the study represents a guide intended to provide LRAs with information on existing funding possibilities at the EU level to manage the acute challenges related to migration and the integration of asylum seekers and refugees. Financing instruments vary in size, duration of funding, can be set for a specific term (e.g. multiannual programmes) or be open-ended, and can involve different eligibility criteria for applicants.

The guide provides:

- A context section highlighting recent EU initiatives to support migrant integration;
- An overview of 12 key EU funding sources;
- Detailed factsheets for each funding source covering budget available, contact details, eligibility criteria, target groups, good practice examples of using the fund, etc;
- A description of selected national funding schemes aimed at supporting local and regional authorities.

The guide illustrates how certain funds such as the Asylum, Migration and Integration Fund (AMIF) are more applicable to funding short-term measures for migrant integration such as investments in housing and reception facilities, whereas other funds such as the European Social Fund (ESF) are much more suitable for long-term measures such as investments in education, training, and preparation for the labour market.

5. Structure of the report

This report is structured as follows:

- **Introduction** - this section outlines the rationale and context of the study, considers definitional issues, and summarises key findings.
- **Part 1** – maps out the regulatory framework and budgetary responsibilities of integration policies in the eight selected Member States and presents case studies of good practice examples of migrant integration measures.
- **Part 2** – complements the existing EPRS study and summarises the regulatory framework on employment and access to social welfare in 20 Member States.
- **Part 3** – provides a practical guide aimed at local and regional authorities on the availability of funding for migrant integration measures from EU sources, as well as a list of national sources of funding.
Part 1: Regulatory framework and budgetary responsibilities of integration policies in 8 Member States

1. Introduction

Against the backdrop of the recent influx of refugees into Europe and the corresponding integration challenges faced by local and regional authorities (LRAs), this part of the study seeks to obtain information on the legal framework governing integration policies and map the corresponding administrative competences in eight Member States (Belgium, France, Germany, Greece, Hungary, Poland, Sweden, and the United Kingdom). These countries have various levels of migration exposure, a mix of centralised and decentralised administrative structures, and cover different EU regions and thus serve to illustrate the diversity of trends in the EU.

Besides mapping the overall responsibilities for integration policies, this part of the study distinguishes between six key areas of integration: housing, professional training/education, language skills, employment, health, civic participation and cultural awareness.

In terms of the country overview, the following trends and patterns are discernible:

- Policies governing migrants and refugees are usually devised at the national level and this is especially so in countries characterised as centralised (EL, HU, PL, SE) which often bypass regional authorities although local authorities are involved in implementing policies.
- In the newer Member States (e.g. HU, PL), and to some extent in France due to its assimilation approach, policies are often not specifically targeted at migrants but rather migrants may benefit from social policies targeting the wider population in areas such as housing, health, and education. These countries (e.g. HU, PL) often rely on NGO involvement to implement migrant projects on the ground.
- In most countries (e.g. DE, EL, FR, HU, UK), the national authority responsible for migration policy is the Ministry of Interior (BE and SE have ministries specifically for migration) with designated agencies/offices overseeing implementation of policies at the regional and local levels (e.g. DE, FR, HU, SE, UK).
- In most countries, regional authorities (EL and HU being the exceptions) are responsible for applying national rules but also for funding integration measures (e.g. BE, DE). In some countries, (e.g. FR, SE, UK), LRAs are responsible for education and training and housing (e.g. FR) or for devising integration policies (e.g. DE).
- More generally, there are indications that LRAs receive insufficient financial support with their role in the integration process not being clearly recognised in legislation, despite them playing a de facto crucial role.

In addition to the country overview, this part includes a set of eight case studies which highlight bottlenecks and good practice examples of measures in the six areas of integration. The case studies describe lessons learned that could help other Member States devise successful measures to integrate migrants.
2. **Country dossiers**

2.1. **Belgium**

- Belgium is a federal state composed of three regions and three (language) communities. Below the regions, there are provinces and municipalities.
- It is one of the EU Member States with the highest levels of fiscal decentralisation.
- The central government, through the Office of the Commissioner General for Refugees and Stateless Persons and the Minister for Migration and Asylum Policy, Social Integration and the Fight against Poverty is responsible for policy governing migrants and refugees. The main federal actors are the Federal Agency for the Reception of Asylum Seekers (Fedasil) and the Centre for Equal Opportunities and the Fight Against Racism. Fedasil is responsible for the asylum system and reception facilities.
- The regional authorities are responsible for applying the national rules and set out their own law, policy, practices and budgets for integration of beneficiaries of international protection (Communities and Regions) and economic migrants (Regions). The three regions have different laws and approaches to facilitating integration across health, education, employment, language, social welfare and civic awareness.
- At the local level, provinces responsible for implementing federal rules have certain responsibilities in education, culture and sport. Municipalities have responsibilities in health and social welfare as it pertains to beneficiaries of international protection who might access these services.

1. **Type of administrative structure**

   Decentralised

2. **Level of migration exposure**

   High

3. **Summary of key national legislation on integration**

   a) The Law on the Sixth State Reform (2014) transferred all competencies for economic migration from the federal government to the Regions which are now fully competent for legislation, application, control and maintenance of work permits and professional cards. Associated resources from the Federal Immigrant Policy Impetus Fund were transferred to the Communities in January 2015. Legal aspects, practices, policies and budgets attributed to integration differ from one region to the other; the following decrees are the key instruments in the various regions:

   **Brussels:** The Decree on the Reception and Integration Pathways for Newcomers (2013) provides for the newcomers’ basic needs including accommodation, healthcare, and education and enables them to understand and participate in social, cultural and community life. Participation in the integration programme is optional. The primary component consists of a

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2 Belgium is a federal state composed of three regions and three (language) communities. Below the regions, there are provinces and municipalities.

3 In 2014, Belgium received 3.65% of the total number of people seeking asylum in the EU (22850 people).
welcome session, social evaluation and linguistic assessment. The secondary component of the integration pathway consists of an individual contract setting out objectives as well as rights and obligations of both parties. Based on needs identified, beneficiaries are provided with administrative support and follow-up for housing, livelihood, healthcare, socio-professional integration and training including language and citizenship training.

**Flanders: The Decree Concerning Flemish Integration Policy (2013)** mandates the integration path for beneficiaries of international protection older than 10 years. It establishes the Agency for Integration and Civic Integration which implements the integration policy but, by way of derogation, the Flemish Government can decide to leave the policy implementation to a local administration (for example in Antwerp and Ghent). Beneficiaries of international protection status have to sign a contract regarding the integration programme. The training programme consists of social orientation to get acquainted with Flemish and Belgian society, Dutch language lessons and career orientation. A civic integration obligation is created and those that fail to comply with it or the terms of their civic integration contract, can be subjected to an administrative fine. After successful completion of the first civic integration programme a person can join a secondary programme preparing entry of the labour market and allowing access to mainstream education services.

**Wallonia region: The Decree on Integration Pathways and Social Knowledge of the newcomer (2014)** sets out a reception and integration pathway run by eight regional integration centres. The initial reception module is obligatory and consists of: information on the rights and duties; a social assessment (including a linguistic assessment); assistance on support services. A skills assessment ensures a tailored service, including: French language training; training by public authorities, public services or other organisations; citizenship training; and social and professional orientation.

Other relevant laws include:

- Circular of 26 September 2008 on implementing multidisciplinary cooperation in respect of victims and/or certain aggravated forms of smuggling of migrants
- Circular of 26 September 2008 on the implementation of a multidisciplinary cooperation concerning victims of human trafficking and/or certain forms of aggravated human smuggling.
- Decision of 28 February 2014 of the Flemish Government on the implementation of article 29 § 1, third paragraph, of the Decree of 7 June 2013 regarding the Flemish integration and civic integration policy, Belgian Official Gazette, 2 May 2014.
- Decision of 21 March 2014 of the Flemish Government on recognition of the tasks and central tasks to local authorities as stipulated in article 25, §1, first paragraph, 1°, of the Decree of 7 June regarding the Flemish integration and civic integration policy, Belgian Official Gazette, 11 July 2014.
- Decree of 27 March 2014 replacing Book II of the Walloon Code on social action and health regarding the integration of foreigners or people of foreign origin, Belgian Official Gazette, 18 April 2014.
- Decree of 15 May 2014 of the Walloon Region modifying certain provisions of the Walloon Code of regulations on social action and health regarding the integration of foreigners or people of foreign origin, Belgian Official Gazette, 14 July 2014.
- Decree of 7 June 2013 on the Flemish integration and civic integration policy, Belgian Official Gazette, 26 July 2013.
- Decree of 18 July 2013 on the integration pathway for newcomers in Brussels Capital Region, Belgian Official Gazette, 18 September 2013.
• Law of 10 April 2014 on diverse provisions regarding the procedure before the Council for Alien Law Litigation and the Council of State, Belgian Official Gazette, 21 May 2014.
• Law of 22 May 2014 modifying the law of 3 July 2005 regarding the rights of volunteers to make volunteer work accessible to foreigners, Belgian Official Gazette, 18 June 2014.
• Royal Decree of 16 May 2004 relating to the fight against trafficking and smuggling in human beings, Belgian Official Gazette, 28 May 2004.
• Royal Decree of 28 February 2014 modifying the Royal Decree of 16 July 1992 determining the information mentioned in the population registers and in the register of foreigners and prescribing the registration in the waiting register of foreigners having no identification number in the national register and willing to enter into marriage or make a declaration of legal cohabitation, Belgian Official Gazette, 24 March 2014.
• Royal Decree of 2 April 2014 relating to the set-up of an interdepartmental commission on coherence of policies for development, Belgian Official Gazette, 22 April 2014.
• Royal Decree of 21 July 2014 modifying the Royal Decree of 16 May 2004 relating to the fight against trafficking and smuggling in human beings, Belgian Official Gazette, 1 September 2014.
• Special Law of 6 January 2014 on the sixth State reform, Belgian Official Gazette, 31 January 201
<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall</td>
<td>The central government sets rules on access to Belgian territory; residence; as well as settlement and removal of foreigners, including refugees. The federal authorities intervene directly or indirectly in the integration of migrants. The State Secretary for Asylum Policy and Migration heads up the Immigration Office which is responsible for the entry, residence, establishment and removal of foreign nationals. It is also in charge of applying the Dublin III Regulation and of managing asylum applicants' residence requirements throughout the asylum procedure. The Office of the Commissioner General for Refugees and Stateless Persons is an independent body involved in processing asylum applications. The Federal Agency for the Reception of Asylum Seekers (Fedasil) coordinates the</td>
<td>Communities⁵ are responsible for culture and issues directly related to individuals and their language, such as aid to people, health and education, integration of foreigners and emancipation of ethno-cultural minorities. In Wallonia responsibilities for integration have been transferred to the region. Regions⁶ are responsible for territorial issues, including economic migration, housing, labour market management, the supervision of the provinces, municipalities and associations of local authorities. <strong>The Policy Research Centre on Integration</strong> is an initiative of the Flemish Government, and it is one of the 21 current Policy Research Centres. The Centre was founded to provide scientific support to Flemish policymakers, in order to help them respond rapidly, proactively and adequately to societal developments and challenges.</td>
<td>Local authorities, specifically the communes, are responsible for the implementation of federal rules at communal level.</td>
</tr>
</tbody>
</table>

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⁵ The three communities are the Dutch-speaking Flemish Community (Vlaamse Gemeenschap); the French-speaking French Community (Communauté française); the German-speaking German-speaking Community (Deutschsprachige Gemeinschaft, DG)

⁶ The regions are the Brussels-Capital Region (Brussels, Région de Bruxelles-Capitale in French, Brussels Hoofdstedelijk Gewest in Dutch); the Flemish Region (Flanders, Vlaams Gewest); the Walloon Region (Wallonia, Région wallonne)
Since 2007, all asylum seekers are entitled to material aid only, this comprises accommodation, food, clothing, medical, social and psychological help, access to interpretation services and to legal representation, access to training, access to a voluntary return programme, and a small daily allowance and the social welfare services. AIDA Factsheet: Belgium 2014 Available at http://www.asylumineurope.org/reports/country/Belgium/reception-conditions/access-and-forms-reception-conditions/forms-and-levels#sthash.2hrFYw9z.dpuf

**Housing**

Fedasil provides for the initial housing of asylum seekers in the reception areas.

A social worker is assigned to each asylum seeker in the reception centre to assist with adaption and administrative processes. Once transferred to individual housing, a Fedasil social worker will follow-up on the beneficiaries’ integration for a period of approximately 18 months.

Regions provide beneficiaries with support and follow-up in accessing housing and livelihood support.

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4 Since 2007, all asylum seekers are entitled to material aid only, this comprises accommodation, food, clothing, medical, social and psychological help, access to interpretation services and to legal representation, access to training, access to a voluntary return programme, and a small daily allowance and the social welfare services.

European Parliament 2013 Comparative Study on the best practices for the integration of resettled refugees in the EU Member States.
| Professional training/education | **The Education Inspectorate of the Ministry of Education** supervises the quality of basic education and adult education[^8]

Since September 2014, the federal reception centres of Bovigny and Arendonk provide a programme for unaccompanied asylum seekers between 16 - 17 years. An intensive vocational training and language programme prepares them for their stay in Belgium. |
| Language skills | **Brussels:** As set out above, integration measures enable beneficiaries to access vocational and professional training and support. For example, in Flanders Career orientation includes: supporting newcomers in their career choices. There are three types of career orientation: professional perspective, educational perspective, social perspective. In the Program counselling an individual counsellor supports and helps the newcomer on an individual base. Minors receive a civic integration programme through school |

[^8]: Ad-Hoc Query on Educational projects for immigrants Requested by GR EMN NCP on 30th January 2015 Compilation produced on 12th of March.

<table>
<thead>
<tr>
<th>Employment</th>
<th>The Ministry of Employment and the National Employment offices have legislative and strategic responsibilities regarding employment and labour in general. The regulatory competence in terms of the work permits A and B (work permit for economic migrants) and the professional card shifted to the Regions, while the right to reside on the territory remains a federal competence. The regulatory competence in terms of the work permit C (work permit issued to migrants with a temporary residence permit for other than “employment”, e.g. asylum seekers) also remains a federal competence. As indicated above, each region has an integration process that assists in facilitating access to the labour market and helping to recognise international qualifications (see Section on bottlenecks).</th>
<th>Local authorities had responsibilities for the Local Employment Agencies which beneficiaries might access.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health</td>
<td><strong>Fedasil</strong>: While living in a reception centre, asylum seekers’ medical expenses are paid for.</td>
<td>Communities’ authorities are responsible for: running the hospitals, providing public health and preventive medicine.</td>
</tr>
</tbody>
</table>
covered. If they do not reside in a “payment warranty” if required before they can receive care and treatment.

care, public health education and disease prevention. Beneficiaries of international protection will access these services once they receive a Certificate of Inscription in the Register of Foreign Nationals which entitles them to health insurance.

Integration support teams in the various regions enable beneficiaries to access health and support services. In addition, special teams such as the Immigrants Support Teams have the goal of optimizing access to quality and appropriate services for youth and their families with an ethnic background within the Special Youth care. Beneficiaries of International protection will access these services

<table>
<thead>
<tr>
<th>Civic participation &amp; cultural awareness</th>
<th>Brussels: Optional citizenship training</th>
<th>At the local level, some actors organize initiatives in order to enforce migrant political participation. In Verviers, for example, the Regional Center for Integration provided information about voting</th>
</tr>
</thead>
</table>
| Walloon Region: Citizenship Training. Only the initial reception module is obligatory | Flanders: Civic education is compulsory | The Social Orientation includes 60 hours of courses on Flemish and Belgian society, values and traditions, and also a practical focus including how to use public transport “where to

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12 Interview, Member of National Government March 2016.
13 Ad-Hoc Query on integration programme for beneficiaries of international protection Requested by SK EMN NCP on 16 October 2015 Reply requested by 30 October 2015 Compilation created on 1 February 2016.
14 Ibid.
find medical help etc. The content of the course “Social Orientation” was based on a report of a specially established Orientation Committee processes in anticipation of the 2012 communal election.
In the Walloon part of Belgium, cities have, from the 1970s, implemented consultations with migrants.\(^{15}\)

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4. Presentation of bottlenecks, solutions and good practice

4.1. Bottlenecks

Belgium was placed seventh on the 2014 Migrant Policy index in terms of its policies and measures to integrate migrants. It has a well-established set of integration policies with basic school support for immigrant pupils, accessible health entitlements and health services for immigrant patients, some targeted support for political participation, a clear path to permanent residence and a rather strong anti-discrimination law.\(^{16}\)

Some bottlenecks remain in terms of effective labour market access and support. Belgium's policies limit and delay labour market integration. Migrants must wait to become citizens for equal access to public sector jobs, both permanent and even some temporary ones. Considering that the public sector is a major employer in Belgium, the impact is significant. It has also been suggested that newcomers in may need more work-related support.\(^{17}\)

According to one interviewee, the biggest challenge or Belgium is that migrants are still not fully integrated into society where there is an ‘ethnic gap’ in areas such as employment, education, (child) poverty and housing where migrants are less likely to be exercising their rights in these areas. In Belgium there is a gap of 10 percentage points between unemployment levels of migrants and nationals.\(^{18}\)

4.2. Good practices

There are a number of initiatives in Belgium that demonstrate an interesting approach to facilitating integration.

Firstly, the Flemish Migration and Integration \(^{19}\) Monitor which appears every two years brings together administrative and statistical data on migration and integration of migrants in Flanders and positions these data within a Belgian and European framework. Data about migration, residence, socio-economic status and social participation of foreigners and persons of foreign origin in Flanders are important information sources for the planning, development and evaluation of integration policy.

Secondly, to improve coordination of integration, a network of contact points for integration has been established. There is a bi-monthly meeting chaired by the European Commission. Via this platform there is dialogue between the Member States on the objectives, evaluation criteria and the concrete measures that circulated within the EU. Information and expertise is also regularly exchanged with other countries and regions. There is close cooperation with the Netherlands, together with Quebec and Catalonia.\(^ {20}\)

Thirdly, the Flemish government has made a ‘starter kit’ for migrants, which is given to the migrant with the visa issued in Turkey, Morocco and Russia. This package gives more information about life in Flanders and the Dutch language.\(^ {21}\)

Fourth, there is a good commitment to involving migrants in the development of integration policies.

\(^{16}\) Migration Policy Network, 2014 Belgium profile.

\(^{17}\) Ibid.

\(^{18}\) European Commission 2015, Economic challenges and prospects of the refugee influx.

\(^{19}\) see http://www4dar.vlaanderen.be/sites/svr/Pages/2016-01-06-vmim2015.aspx

\(^{20}\) Interview Member of Regional Government, March 2015.

\(^{21}\) Ibid.
These measures are coordinated within the Flemish government by the Minister for Integration and prepared and discussed by the Integration Committee, in which each minister is represented. An organisation representing migrants is represented on the Minorities Forum and involved in the integration committee.  

5. Comments

- In 2014, Belgium received 3.6% of the total number of people seeking asylum in the EU (22,850 people).
- There is no specific budget specifically for the integration of beneficiaries of international protection but they are dealt with in policy on the integration of foreigners more generally.
- Belgium is ranked 7/38 in Migrant Integration Policy Index 2014 (score: 67). Belgium scores highly on access to permanent residency (86), antidiscrimination (78), and education (61). It has mediocre scores on Health (53) and public participation (57).

6. Official language titles of institutions mentioned

<table>
<thead>
<tr>
<th>Name in English</th>
<th>Name in official language/s</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency for Integration and Civic Integration</td>
<td>Agentschap Integratie</td>
</tr>
</tbody>
</table>

7. References /literature used

- AIDA Factsheet: Belgium 2014 Available at [http://www.asylumineurope.org/reports/country/Belgium/reception-conditions/access-and-forms-reception-conditions/forms-and-levels#sthash.2hrFYw9z.dpuf](http://www.asylumineurope.org/reports/country/Belgium/reception-conditions/access-and-forms-reception-conditions/forms-and-levels#sthash.2hrFYw9z.dpuf)
- Interview Member of Regional Government, March 2015.

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22 Ibid.
2.2. France

- France is a centralised state with two tiers of local government: the Departments and the Municipalities.
- The Ministry of the Interior has overall responsibility for migration. Its offices, the Office for the Protection of Refugees and Stateless Persons (OFPRA) and the Office for Immigration and Integration (FOIE) are responsible for the asylum procedure and integration, respectively.
- Regions and/or departments have responsibilities with regard to housing education and training, health and inclusion.
- At the local level, most municipalities do not play a formal role in the integration process and no specific financial support is provided to municipalities except in the case of reception and housing of certain municipalities. Some municipalities have elected to play a role in integration through providing language and civil education courses.

1. Type of administrative structure

Centralised.

2. Level of migration exposure

High

3. Summary of key national legislation on integration of migrants

a) Code of Entry and Residence of Foreigners and of the Right to Asylum\textsuperscript{23} - groups together legislation on migration and international protection procedures, reception, residence condition and expulsion. The below mentioned decrees and orders have amended this code:

General
- A Law on Asylum Reform promulgated on 29 July 2015
- Law No 2003 119 of 26 November 2003 on immigration control, residence of aliens in France and nationality
- Law No 2005-32 of 18 January 2005 on programming for social cohesion
- Law n°2006-911 of 24 July 2006 on immigration and integration
- Law no 2011-672 of 16 June 2011 on immigration, integration and nationality

Preparation for integration in France
- Law n°2008-1115 du 30 October 2008 on the preparation of integration in France of foreigners wishing to settle permanently

\textsuperscript{23} \url{https://www.legifrance.gouv.fr/affichCode.do?cidTexte=LEGITEXT000006070158&dateTexte=20160318}
• Decree of 1 December 2008 on the assessment of the level of knowledge by foreigners of the French language and the values of the Republic and to provide for training in these areas
• Inter-ministerial circular 30 January 2009 on the control of immigration, integration and asylum for migrants seeking a visa

**Contract of reception and welcome**
• Decree n°2006-1791 du 23 December 2006 on the contract of welcome and integration and control of knowledge in French of a foreigner wishing to settle in France and amending the Code of Entry and Residence foreigners and asylum (regulations)
• Order of 19 January 2007 prescribing the training to foreign signatories of the Reception and Integration Contract and the recognition of their level of knowledge in French
• Decree n°2006-1626 du 19 December 2006 by the Ministry of National Education, Higher Education and Research on the initial French language diploma (DILF)
• Decree 20 December 2006 on the content of the tests leading to the award of DILF

**Contract of reception and integration (CAI) for the family**
• Order of 1 December 2008 on the reception and integration contract for the family referred to R.311-30-12 R.311-30-15 articles of the Code of Entry
• Inter-ministerial circular of 30 January 2007 on the features of Law No. 2007-on the control of immigration, integration and asylum for migrants seeking a visa in public their country of residence

**French language for integration**
• Decree no 2011-126 du 11 October 2011 on the creation of a module entitled French language integration
• Order 25 November 2011 on the contents of the "French language integration" module
• Order establishing the list of academic credentials required of applicants for French citizenship under Decree No. 93-1362

It should be noted that beneficiaries of international protection have to sign a reception and integration contract (CAI) that was created by the law of 24 July 2006 on immigration and integration. The objective of the CAI is to prepare the integration of migrants into the French society. It is assessed in particular to the extent of their personal commitment to comply with the principles that govern the French Republic as well as their knowledge of French.

According to Article 30 of the law of 20 November 2007 on the management of immigration, integration and asylum, a third-country national who obtains refugee status and has signed a CAI benefits from individual support to help gain access employment and housing. These integration schemes are implemented at the national and local levels.

**Labour Code** sets out the legislation regarding work in France. The following laws as they amend the code are important for asylum seekers and beneficiaries of international protection
• Law No. 2011-672 of 16 June 2011 on Immigration, Integration and Nationality;
• Law No. 2006-911 of 24 July 2006 on Immigration and Integration;
• Circular DPM/DMI2/2007/323 of 22 August 2007 on work permits;
• Decree of 10 October 2007 establishing the documents required for a work permit application;
Decree of 18 January 2008 relating to the issuance, without eligibility requirements based on the labour market situation, of work permits to third-country nationals.

Asylum seekers cannot apply for a work authorisation during the examination of their application unless the French Office for the Protection of Refugees and Stateless Persons (OFPRA) has failed to give a ruling after 9 months, for reasons the asylum seekers are not responsible for, or if an appeal application is under process with the National Court for Right of Asylum (CNDA) against the OFPRA’s decision rejecting his/her application.

Asylum seekers’ application for work authorisation is considered according to the law applied to all foreign workers. The work authorisation can be issued for the same validity as the temporary residence permit and is renewable every 3 months during the period when applications for asylum are being considered.

The asylum seeker who has lodged an appeal before the CNDA against the OFPRA’s decision rejecting his/her application, and whose receipt of application for asylum is renewed, can also apply for a work authorisation. The work permit will be limited to the validity of the receipt of residence permit renewable every 3 months.

Work authorisation is required in France for salaried activity. Therefore, an asylum seeker cannot perform a self-employed activity during the examination of his/her application. All general rules on access to labour market apply to all salaried activities, including for skilled workers: if the asylum seeker fulfils the conditions for applying for the EC Blue Card (dedicated to highly-qualified workers), his/her application will be processed through the relevant regulation with no labour market test being conducted.

Asylum seekers’ application for a work authorisation is considered according to the rules of law applied to all foreign workers. According to the principle of enforceability of the employment situation, a work authorisation is only issued to an asylum seeker if there is no French or European citizen or no foreign national holding already a work authorisation who can be employed.

The asylum seeker needs to prove that his/her application is under consideration through a valid receipt of residence permit. If he/she intends to perform a regulated job, he/she needs to provide the relevant diploma or authorisations.
4. Overview of responsibilities by thematic area:

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
</table>
| Overall             | Ministry of the Interior has overall responsibility for immigration, integration and asylum. The Minister of the Interior prepares and implements government policy on:  
  - entry, residence and economic activity in France of non-EU citizens;  
  - combatting irregular migration and document fraud in relation to non-EU citizens;  
  - asylum;  
  - integration of migrant populations.  
  Under the Ministry is:  
  a) The French Office for the Protection of Refugees and Stateless Persons (OFPRA) is the sole gateway for processing applications for protection (refugees, stateless persons and as beneficiaries for international protection who have signed a CIA, benefit from personalised support for access to employment and housing provided regions.  
  Beneficiaries of international protection enjoy social rights equivalent to those of nationals and hence may access these from Regional authorities.  
  Regional authorities have competence in the following areas and thus might support integration indirectly:  
  - Education, in particular high schools;  
  - Vocational training and and  
  As beneficiaries for international protection who have signed a welcome and integration contract (CIA), benefit from personalised support for access to employment and housing provided by municipalities.  
  Beneficiaries of international protection enjoy social rights equivalent to those of nationals and hence may access these from municipalities.  
  Most municipalities do not play a formal role in the integration process, and no specific financial support is provided to municipalities except in the case of reception and |

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subsidiary protection. OFPRA facilitates the accelerated procedure for Safe Countries.25

b) The French Office for Immigration and Integration (FOIE)26 is responsible for the reception and integration of migrants during their first five years of stay in France.27 This includes
- Coordinate and finance reception facilities
- Implements and monitors the Reception and Integration Contract which migrants must sign and monitors its implementation.
- integration of migrants allowed to stay durably in France - CIA
- Reception of asylum seekers
- Assisted return and reintegration of foreigners in their country of origin
- Family and economic migration procedures, national reception of asylum seekers, as well as assisted return and reintegration.

The Departmental Directorate of Social Cohesion or the Departmental Directorate for Social Cohesion and Protection of Populations is responsible for social cohesion policy. It can intervene in the family reunification procedure

apprenticeship;
- Culture
- Economic development;

Departments have competence in the following areas and thus might support integration indirectly
- Inclusion and social welfare (in charge of all of social aid);
- Education -secondary schools;
- Health- sanitary protection, vaccination

housing of certain municipalities described in the Housing section below.

Municipalities have competence in the following areas and thus might support integration indirectly
- Pre and Primary Education
- Social welfare
- Culture, including teaching schools,
- Public health (vaccination);
- Housing.

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25 Decision of 9 October 2015 establishing the list of safe countries of origin.
26 http://www.ofii.fr/qui_sommes-nous_46/role_80.html
27 23 of the 34 reception platforms are run by associations of OFII (France Terre d’Asile, Coallia, Forum Réfugiés, Croix-Rouge française, etc.). They must provide the following services: reception and information on the procedures, accommodation, assistance for preparing applications; guidance on the asylum application procedure at the OFPR), guidance on emergency accommodation system, administrative and social services.
and participate in the reception of immigrants and asylum seekers. **Ministry of Foreign Affairs** is responsible for the definition and implementation of cooperation policies and of development assistance contributing to migration control. **Ministry of Justice** works with the Ministry of Justice in the domain of nationality declarations and the delivery of French nationality certificates. **National Court for Right of Asylum** (Cour nationale du droit d’asile - CNDA) is the appeal body for asylum seekers.

| Housing | OFII has been delegated responsibility for financing and piloting reception services for asylum seekers. The OFII can involve any private or public organisation\(^{29}\) and works in direct, permanent link with the prefectures for the implementation of this reception system. Asylum seekers are offered accommodation in reception centres or emergency accommodation in a hotel. If no accommodation may be found, asylum seekers may receive a temporary | Regions and/or departments have specific tasks with regard to providing social housing, for refugees as for the general French population\(^{31}\) | In some cases, executive responsibility for reception facilities is carried out by: local authorities for example in Ile-de-France. |

\(^{29}\) For example semi-public company Adoma or to NGOs that have been selected through a public call for tenders, such as Forum réfugiés-Cosi, France terre d’asile, l’Ordre de Malte, Coallia, Croix Rouge française etc. These centres fall under the French social initiatives (“action sociale”) and are funded by the State. Their financial management is entrusted to the Prefect of the Département. - See more at: [http://www.asylumineurope.org/reports/country/france/reception-conditions/access-and-forms-reception-conditions/types/#sthash.TXDdlY3v.dpuf](http://www.asylumineurope.org/reports/country/france/reception-conditions/access-and-forms-reception-conditions/types/#sthash.TXDdlY3v.dpuf)

\(^{31}\) [http://www.resettlement.eu/country/france](http://www.resettlement.eu/country/france)
| Professional training/education | OFII is responsible for organising, financing and monitoring the training and services provided under the Accommodation and Integration Contract (CIA). In the individual meeting, an interviewer shall the beneficiary of international protection shall have
- Can individualised diagnostic of needs
- Language assessment and if required a referral to a language course
- if required, referral to a social worker arrange training.  
  National and local NGOs funded by the state, may also provide courses, access to education or employment targeting this group.  
| Departmental and regional authorities both have a role in vocational training.  
Regional authorities are responsible for the general planning of training; the operation of high schools, vocational high schools, and establishments for special education and hence will play a role in the education of relevant beneficiaries of international protection or asylum seekers  
Departmental authorities are responsible for the operation of ordinary secondary schools and will play a role in the education of minor beneficiaries of international protection or asylum seekers |

| Education |
| Ministry of National Education, Higher Education and Research is charged with |

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32 See website: [http://www.ofii.fr/s_integrer_en_france_47/presentation_466.html](http://www.ofii.fr/s_integrer_en_france_47/presentation_466.html)
33 Through co-funding with the European Integration Fund, the French state granted 38.5 million Euros in 2013, mostly to national or local NGOs to provide these courses. UNHCR, 2013, New Beginning: Refugee Integration in Europe. P. 41.
<table>
<thead>
<tr>
<th><strong>Language skills</strong></th>
<th><strong>Employment</strong></th>
<th><strong>Recipients of Benefits</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>OFII is responsible for organising, financing and monitoring language learning. During the individual meeting for the CIA, the interviewer assesses proficiency in French. And refers 400-hour language course with an exam for the Diploma of Introduction to French</td>
<td>OFPRA issues resident permits which may be used to access a work permit. Asylum-seekers may receive a work permit, if the OFPRA, has not treated their application within 9 months(^{34}) or where an appeal is brought before the National Court for Right of Asylum</td>
<td>beneficiaries of international protection or asylum seekers</td>
</tr>
</tbody>
</table>

\(^{34}\) Work and social welfare for asylum-seekers and refugees.
According to Article R. 380-1 of the Social Security Code, asylum seekers and refugees have the same access to healthcare as authorised residents. In theory, they obtain social security health coverage upon arrival on French territory. A work authorisation only authorizes a salaried activity. An asylum seeker cannot perform a self-employed activity.

Ministry of Labour has Regional Directorates for Companies, Competition, Consumption, Work and Employment who issues work permits based on a 'labour test'.

| Health | The OFII organises the mandatory medical visits that migrants must undertake if admitted for a long stay. Asylum seekers and beneficiaries of international protection are also eligible for basic and supplementary Universal Health Care Cover. They can benefit from this free health cover as soon as they apply for asylum. The social security system requires the care to be paid for first then reimbursed later. | Regional authorities are responsible for regional health agencies and some health programmes and they may also serve asylum seekers and beneficiaries of international protection. Similarly, departments have a role in some health programmes. | As municipal authorities are responsible for hygiene, municipal health services, and vaccination, they may serve the asylum seekers and beneficiaries of international protection |
| Civic participation | OFII provides half-day civic training to enable beneficiaries of international protection to | | Some municipalities may choose to provide integration measures that |

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35 According to Article R. 380-1 of the Social Security Code, asylum seekers and refugees have the same access to healthcare as authorised residents. In theory, they obtain social security health coverage upon arrival on French territory.
| & cultural awareness | become familiar with institutions, laws and principles of France\(^{36}\) and translated into the main languages of the home countries. It is compulsory for anyone signing the CIA. \(^{37}\) | support civic participation. See above. |

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\(^{36}\) European Parliament, 2013, Comparative study on the best practices for the integration of resettled refugees in the EU Member States cite.

\(^{37}\) The course teaches beneficiaries about the French institutions and the values of the Republic, (gender equality, secularism, compulsory and free access to education) and the political and administrative organisation in France.

The information session about life in France, adapted to the needs of the migrant, lasts 1 hour (within the OFII) or 6 hours (session with a body chosen by the OFII). This session informs newly arrived migrants of the formalities of everyday life.
5. Presentation of bottlenecks, solutions and good practice examples regarding impact of migration on LRAs

5.1. Bottlenecks

- Once asylum seekers are granted international protection and receive a residence permit, they can have access to a temporary housing centre in order to prepare and ease their settlement. However, most of the temporary housing centres are oversubscribed and families face difficulties in finding accommodation.

- While the time limit restricting asylum-seekers’ access to the labour market has been reduced to 9 months, the ‘labour market test’ may effectively limit asylum-seekers' working opportunities. This test means that authorities may give priority to nationals, EU citizens or 'legally resident third-country nationals' in a specific employment opportunity. In addition, the Prefect may take into account some elements of assessment such as “the current and future employment situation in the profession required by the foreign worker and the geographical area where he or she intends to exercise this profession”, to grant or deny a work permit.\(^{38}\)

- Furthermore, prior to being able to work, the applicant must obtain a temporary work permit. To obtain this proof of a job offer is required but the duration of the work permit cannot exceed the duration of the residence permit linked to the asylum application (3 months) which creates practical difficulties.

- In addition, the procedure to recognise non-EU qualifications can be long, costly and even impossible in some sectors.\(^{39}\)

- Other practical obstacles to labour market access include language, the remote location of reception centres, the constraints on free movement for asylum seekers under the compulsory accommodation scheme and discrimination in the labour market.\(^{40}\)

Although asylum seekers and beneficiaries of international protection may access healthcare, and beneficiaries of international protection social services, lack of information, in practice they face challenges such as limited language skills and delays in obtaining the necessary documents for enrolment.

5.2. Good practices

- In France, cities voluntarily initiated a ‘movement of solidarity’ and the government put in place three new financial mechanisms to support the cities to welcome refugees.\(^{41}\)

- Recommendations based on the conclusions of a national evaluation of the government's decentralised departments' 'regional programmes for the integration of immigrant populations' (PRIPI) suggested that the new reception policy should identify new directions to guide the implementation of the reception and support policy at the local level.

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\(^{38}\) AIDA report, : France 2015.

\(^{39}\) MIPEX Country Report: France.

\(^{40}\) European Parliamentary Research Service 2015 Work and social welfare for asylum seekers and refugees: Selected EU Member States.

\(^{41}\) CEMR, Report from the French Association of the Council of European Municipalities and Regions.
The PRIPI programmes aim to respond to the whole gamut of migration issues including: housing, health, employment, and education, and thus go beyond the themes developed by the CAI. The programme of actions is carried out in a spirit of partnership with the project team made up of, for example, in the case of Rhône-Alpes, representatives of the Rhône-Alpes, the immigration and integration services of the prefectures of the Rhône and Isère, and the French Office of Immigration and Integration (OFII).

The PRIPI Programmes present an interesting regional adaption method to co-ordinate planning for the reception and integration of migrants. Through these programmes the activities are co-ordinated at regional, departmental and local levels.

6. Comments

After Germany (700,000), France (310,000) has received the most asylum requests amongst the EU Member States, followed by Sweden (300,000) and Italy and Hungary with 200,000 requests respectively. The overall acceptance rates have been the highest in Germany, Sweden, Italy and France.

In France, more than 17% of applicants (50,000) were granted asylum in their first attempt and 19% of appeals (40,000) received positive decisions. Overall it is important to keep in mind that most of the asylum seekers are not granted protection. Looking at the trend from 2010 to 2015, it is clear that the acceptance rate has decreased significantly since 2012 (48.6%) to 2015 (31%), even though the absolute acceptance volumes have been gradually increasing.

France is ranked 17/38 in Migrant Integration Policy Index 2014 (score: 54). It scores highly on antidiscrimination (87) and access to nationality (61), mediocre on labour market mobility (54), family reunion (51) and health (50) and low on education (36)

France has an assimilationist approach to integration and does not have a specific integration programme focused on the integration of beneficiaries of international protection. Integration of this group is part of the general integration policy in France. But given their particular status, beneficiaries of international protection are also entitled to additional rights and benefits (which are not granted to newly arrived migrants).

7. Official language titles of institutions mentioned

<table>
<thead>
<tr>
<th>Name in English</th>
<th>Name in French</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Court for Right of Asylum</td>
<td>Cour nationale du droit d’asile - CNDA</td>
</tr>
<tr>
<td>French Office for the Protection of Refugees and Stateless Persons</td>
<td>Office français de protection des réfugiés et apatrides - OFPRA</td>
</tr>
<tr>
<td>Departments</td>
<td>Départements</td>
</tr>
<tr>
<td>Municipalities</td>
<td>Communes</td>
</tr>
<tr>
<td>Regions</td>
<td>Régions</td>
</tr>
<tr>
<td>Municipality</td>
<td>Commune</td>
</tr>
<tr>
<td>Code of Entry and Residence of Foreigners and of the Right to Asylum</td>
<td>Code de l’entrée et du séjour des étrangers et du droit d’asile (CESEDA)</td>
</tr>
</tbody>
</table>
8. References /literature used

- Ad-Hoc Query on integration programme for beneficiaries of international protection, compiled 2016
- CEMR, Report from the French Association of the Council of European Municipalities and Regions
- Doctors of the World, 2015, Legal report on access to healthcare in 12 countries
- ESPON Policy Brief 2005 “Territorial and urban aspects of migration and refugee inflow”
- European Parliament, 2013, Comparative study on the best practices for the integration of resettled refugees in the EU Member States cite
- European Parliamentary Research Service 2015 Work and social welfare for asylum seekers and refugees: Selected EU Member States
- Migration Policy Index: France 2015 Available at http://www.mipex.eu/
- Ministry of the Interior Website on Asylum Information Available at http://www.immigration.interieur.gouv.fr/Accueil-et-accompagnement/L-acces-a-la-nationalite-francaise
2.3. Germany

- Germany is a decentralised country where regional authorities have many policy and budgetary competences.
- The key institutions at national level are the Ministry of Interior, formulating policies, and the Federal Office for Migration and Refugees, implementing policies and providing services to migrants.
- At the regional level, various ministries deal with migration issues; the Länder receive EUR 4 billion from the federal level for the short-term integration of refugees;
- At the local level, foreigner’s authorities are responsible for implementing policies and issue residence permits;
- Municipalities have to receive a certain number of refugees and receive lump sum payments from regional authorities;
- LRAs are particularly active in the areas of housing, health, employment, as well as civic participation and cultural awareness.

1. Type of administrative structure
Decentralised\(^{42}\)

2. Level of migration exposure
High

3. Summary of key national legislation on integration of migrants

- **Act on the Residence, Economic Activity and Integration of Foreigners in the Federal Territory Residence Act**\(^{43}\) – governs primarily the residence (permits) of third country nationals on German territory. It includes provisions on the entry to and residence in Germany, possible purpose of visit/residence in the country and termination of residence permit as well as on asylum procedures. Possible permit purposes include short-term visa, limited and unlimited residence permit for education, employment, search for employment, research, humanitarian reasons (including asylum), and family reunion.

- **Act on the General Free Movement of EU Citizens**\(^{44}\) - governs the entry and residence of EU citizens in German territory and their family members. The Act implements EU Directive 2004/38/EC. It stipulates that EU citizens in search of employment or employed can reside in Germany. Other citizens have the same right provided they have sufficient financial means and health insurance coverage.

\(^{42}\) Federal structure with 16 states.
• **Act on Matters of Displaced Persons and Refugees** – assigns responsibility for providing support to refugees, including language courses, to the Federal Office for Migration and Refugees and stipulates which counselling services should be provided to refugees.

• **Assessment and Recognition of Foreign Professional Qualifications Act (Recognition Act)**[^45] – facilitates the equivalence procedures of foreign professional and vocational qualifications and supports the integration of qualified immigrants and foreign skilled workers into the German labour market.

Other relevant pieces of legislation include:

• Regulation on Integration Courses for Foreigners and Late Repatriates
• Act on Citizenship
• Regulation on Employment of Foreigners
• Act on Central Registry of Foreigners
• Regulation on Naturalisation Tests

### 4. Overview of responsibilities by thematic area

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall</td>
<td>Federal Ministry of the Interior – responsible for policy formulation.</td>
<td>In 647/16 Länder a Ministry explicitly mentioning integration in its title is responsible for the integration of refugees at Länder level. Typically, Ministries of Interior; Employment; Integration; Social Affairs; Health; Family &amp; Children are in charge.</td>
<td>Foreigners Authorities – responsibilities include: issuing residence (permits); implementing the national and Länder legislation48; deciding upon deportations, organising their execution; examining certain forms of subsidiary protection.</td>
</tr>
<tr>
<td></td>
<td>Federal Office for Migration and Refugees – subordinate authority operating under the Ministry of the Interior and charged with creating the basic conditions essential for successful integration (BAMF's nationwide infrastructure guarantees that immigrants across the country participate in the same quality courses and new programmes (e.g. BME, JMD, MiMi, SprInt46); Provides initial advisory services for immigrants.</td>
<td>The Standing Conference of the Ministers and Senators of the Interior of the Länder – meets regularly to coordinate integration policy between the Länder / on a regional level including implementation of asylum, foreigners, naturalisation and security policies.</td>
<td>Municipalities are legally obliged to receive a certain number of asylum seekers. They receive a lump sum per asylum seekers on a quarterly basis.49</td>
</tr>
<tr>
<td></td>
<td>Federal Government Commissioner for Migration, Refugees and Integration – supports the Federal government by advising on changes to government integration policy and the promotion of the peaceful coexistence of Germans and non-Germans. Sits within chancellery rather than being an independent ministry – limited competence.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

46 [http://www.mipex.eu/germany](http://www.mipex.eu/germany)
49 Interview with regional representative/CIVEX member.
| **Federal Office of Administration** – responsible for admission of repatriates; processes data of Central Aliens Register, Schengen Information System & Visa Information System  
**Diplomatic Missions** – responsible for visa issuance.  
**Federal Anti-Discrimination Agency** | **Police forces of the Länder** – assistance in termination of residence/removals |
| **Housing** | **Bundesamt für Migration und Flüchtlinge / Federal Office for Migration and Refugees** decides which reception facility is responsible for housing an asylum-seeker and decides on asylum-seekers’ residence.  
The **Ministry for the Environment, Nature Conservation, Building and Nuclear Safety** regulates housing on a national level.  
**Länder / local immigration authorities** – responsible for preparing accommodation and ensuring livelihood for asylum seekers.  
**Local Foreigners Authorities** register incoming asylum seekers. |
| **Professional training/education** | **Federal Ministry of Labour and Social Affairs**  
**Federal Ministry of Education and Research**  
The **Federal Office for Migration and Refugees** operates regional advice offices and deals with the recognition of foreign professional qualifications.  
Education, including schooling and childcare is to some extent a Länder competence.  
The **Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany**  
**Länder immigration offices** |

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| Language skills | Federal Office for Migration and Refugees - the coordinating force behind numerous programs aimed at achieving immigrants’ linguistic integration, including one called "German for professional purposes"

**Federal Ministry of Labour and Social Affairs** – runs language / integration courses for recognised refugees to qualify them for employment.

**Federal Ministry of Education and Research** |

| Employment | **Federal Ministry of Labour and Social Affairs** – policies and legal basis for migrants’ employment; promotes integration into the job market and apprenticeships

**Federal Employment Agency** – responsible for access to labour market in general and assisting migrants with finding employment as well as for unemployment benefits. Can issue a work permit to an asylum-seeker based on a labour market test and a priority review. |

| Regional employment agencies – responsible for vocational training
The Länder also decide on tuition fees for public universities. |

| The Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany |

| Local employment agencies – approve of foreigners’ employment; review assent requirements
**Migration Advisory Service for Adult Immigrants and the Youth Advisory Service** |
<table>
<thead>
<tr>
<th>Health</th>
<th>None</th>
<th>Länder are responsible for first/immediate reception facilities and medical care and for health framework more generally</th>
<th>The <strong>social offices</strong> of municipalities are responsible for healthcare once refugees have been allocated to accommodation</th>
</tr>
</thead>
</table>
| Civic participation & cultural awareness | **Federal Government Commissioner for Migration, Refugees and Integration**  
**Federal Office for Migration and Refugees** - the coordinating body for numerous programs aimed at achieving immigrants’ societal integration by developing and implementing integration courses | **Regional Offices of the Federal Office for Migration and Refugees** handle applications for integration courses.  
The Länder coordinate the linking of integration actors and services across Germany. | **Local governments** handle applications for exemption from, payment of fees for and organise integration courses.  
**Local schools** and other institutions run the courses.  
Most municipalities have a coordinator in place for migration, sometimes funded by the Länder. |

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51 [https://portal.cor.europa.eu/divisionpowers/countries/MembersLP/Germany/Policy-Areas-Non-Obligatory/Pages/Immigration-and-Asylum.aspx](https://portal.cor.europa.eu/divisionpowers/countries/MembersLP/Germany/Policy-Areas-Non-Obligatory/Pages/Immigration-and-Asylum.aspx)
53 E.g. in Saxony-Anhalt.
5. Presentation of bottlenecks, solutions and good practice examples regarding impact of migration on LRAs

5.1. Bottlenecks

The massive influx of refugees in 2015 is expected to be a drain on public resources: the German Institute of Economics (DIW) estimates the cost at EUR 50 billion in 2016 and 2017. This is based on the assumption that there will be 1.5 million refugees in Germany in 2016 and 2.2 million in 2017. The cost relates mainly to short-term measures such as providing accommodation and food for asylum seekers (EUR 17 billion in 2016 and EUR 22.6 billion in 2017) but also to integration and language courses (EUR 5 billion both in 2015 and 2016).

While the Länder receive a grant of EUR 670 per refugee and financial support from the federal authorities to fund short-term measures (including housing) for migrants, this is considered insufficient by LRAs who state that this only represents 15% of the overall cost of integration measures. LRAs argue that the federal authorities should fund 50% of the overall cost.

The Federal Office for Migration and Refugees has recently been criticised for its slow processing of asylum requests due to a lack of human resources. This is now administered jointly with the Agency for Employment.

The MIPEX study points out that structurally weak municipalities, that bear high expenses for integration, must be provided with more financial and human resources if they are to fulfil their obligations in a satisfactory manner.

According to MIPEX, Germany has taken the lead in Europe to facilitate and support the recognition of migrants’ qualifications and skills, thanks to its much-praised 2012 Recognition Act. Targeted support for education is uneven across the Länder. Through a system of common federal and Länder standards, Germany has gone halfway to address migrant pupils' specific needs and opportunities at all school levels. But the federal and Länder governments require schools to promote social integration and implement intercultural education.

Health policy seems to be generally neglected by integration policymakers and there are only limited healthcare entitlements for asylum-seekers and undocumented migrants.

5.2. Good practices

According to a 2011 study, a majority of municipalities in Germany regard integration policy as a priority (71.5% of the 228 municipalities surveyed) and many have already implemented integration measures such as setting up coordination offices, devising integration strategies, concepts and guidelines, making use of EU (ESF) funding and national funding. In the areas of ‘local networks’, ‘diversity and tolerance’, ‘civic engagement’,

55 http://www.rbb-online.de/politik/thema/fluechtlinge/brandenburg/2016/03/fluechtlinge-kosten-bund-laender.html
56 MIPEX. http://www.mipex.eu/germany
57 http://www.mipex.eu/germany
58 MIPEX. http://www.mipex.eu/germany
59 Institut für Demokratische Entwicklung und Soziale Integration, Studie zum Stand der kommunalen Integrationspolitik in Deutschland, 2011.
‘education and language’ and ‘social spatial integration’, between two-thirds and three-quarters of municipalities have implemented measures.

LRAs engage with national institutions in a regular dialogue, including on the National Integration Plan which since 2006 sets out the Federal Government’s strategy for integrating migrants, accompanied with regular monitoring and follow-up actions.  

A 2011 study on the integration courses introduced in 2005 noted that these constitute an improvement on what existed previously by combining language training with conveying knowledge of culture, history and law in Germany, and other ways of making it easier for migrants to integrate into German society confirmed these findings and noted that between 2005 and 2011, 800,000 people attended integration courses. The study also found that integration courses have improved over time, for example by reducing number of participants per group and increasing the number of language lessons.

Both Länder and some municipalities/districts have begun to use an indicator-based monitoring approach to assess the development and results of integration policies over time. For example, an indicator used to measure integration success in the Land Saxony-Anhalt is the number of naturalisations per annum.

Placing a Federal Commissioner in the Chancellery has made it easier to discuss integration and coordinate plans with different Ministries, Länder and cities. Since 2013, the Federal Ministry of the Interior, through the Federal Office for Migration and Refugees, has been promoting projects carried out by migrant organisations at local level to enhance their integration efforts. The Government has particularly supported these organisations in order to improve their structures and engage in networking.

In Saxony-Anhalt, the Ministry of Interior funds language courses for adult migrants through the ESF (funding period 2014-2020). These start before migrants participate in integration courses and focus on basic knowledge of German useful for daily situations in order to improve social inclusion. In 2016, EUR 816,000 of ESF funding has been made available in addition to EUR 102,000 of funds from the regional budget. ESF funds are also used to support a ‘welcome culture’ and integrate refugees into the labour market, e.g. through qualification measures.

Germany has used funds from the Asylum Migration and Integration Fund (AMIF) for measures ranging from identification of and caring for those in need of protection over improving reception conditions, to qualifying and training asylum seekers and other integration measures. These projects are implemented primarily at local level by NGOs are

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60 https://www.bundesregierung.de/Content/EN/StatischeSeiten/Schwerpunkte/Integration/kasten1-der-nationale-integrationsplan.html
63 Federal Commissioner for Migration, Refugees and Integration. 9. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland. 2012.
64 Interview with regional representative/CIVEX member.
65 http://www.mipex.eu/germany
67 Interview with regional representative/CIVEX member.
usually funded with a 6-digit sum each. In 2014, 123 such projects were funded by the AMIF.\(^{68}\)

The Commissioner of the German Federal Government for Migration, Refugees and Integration has presented an integration indicator report in 2011 covering 11 topics and statistics in order to give a general overview of the state of integration in Germany. In the year 2013 a so called “Factual Report” was published covering the areas of education and the labour market (including early childhood and vocational education). It is not yet known if the continuation of the more comprehensive integration indicator reports is being planned.\(^{69}\)

### 6. Comments

- Article 74 Basic Law\(^{70}\) has listed matters on refugees and expellees and matters on residence and the establishments of aliens as a concurrent legislative power with the Länder.
- Germany is ranked 10/38 in Migrant Integration Policy Index 2014 (score: 61). It scores strongly on labour market mobility (86 points), mediocre on family reunion (57) and anti-discrimination (58), and weak on education (47) and health (43).

### 7. Official language titles of institutions mentioned

<table>
<thead>
<tr>
<th>Name in English</th>
<th>Name in official language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal Ministry of the Interior</td>
<td>Bundesministerium des Innern</td>
</tr>
<tr>
<td>Federal Office for Migration and Refugees</td>
<td>Bundesamt für Migration und Flüchtlinge</td>
</tr>
<tr>
<td>Federal Government Commissioner for Migration, Refugees and Integration</td>
<td>Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration</td>
</tr>
<tr>
<td>Federal Office of Administration</td>
<td>Bundesverwaltungsamt</td>
</tr>
<tr>
<td>Diplomatic Missions</td>
<td>Botschaften</td>
</tr>
<tr>
<td>Federal Anti-Discrimination Agency</td>
<td>Antidiskriminierungsstelle des Bundes</td>
</tr>
<tr>
<td>The Standing Conference of the Ministers and Senators of the Interior of the Länder</td>
<td>Ständige Konferenz der Innenminister und -senatoren der Länder (IMK)</td>
</tr>
<tr>
<td>Commissioners for Foreigners</td>
<td>Ausländerbeauftragte</td>
</tr>
<tr>
<td>Foreigners Authorities</td>
<td>Ausländerbehörden</td>
</tr>
<tr>
<td>Ministry for the Environment, Nature Conservation, Building and Nuclear Safety</td>
<td>Bundesministerium für Umwelt, Naturschutz, Bau und Reaktorsicherheit</td>
</tr>
<tr>
<td>Federal Ministry of Labour and Social Affairs</td>
<td>Bundesministerium für Arbeit und Soziales</td>
</tr>
<tr>
<td>Federal Ministry of Education and Research</td>
<td>Bundesministerium für Bildung und Forschung</td>
</tr>
<tr>
<td>The Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany</td>
<td>Kultusministerkonferenz</td>
</tr>
<tr>
<td>Regional employment agencies</td>
<td>Arbeitsagenturen</td>
</tr>
<tr>
<td>Federal Employment Agency</td>
<td>Bundesagentur für Arbeit</td>
</tr>
</tbody>
</table>

\(^{68}\) [Link](http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/EU_AMIF/liste-gef%C3%B6rderte-projekte-2014.html?nn=6526510)


\(^{70}\) The German Constitution.
<table>
<thead>
<tr>
<th>Migration Advisory Service for Adult Immigrants and the Youth Advisory Service</th>
<th>Jugendmigrationsdienste</th>
</tr>
</thead>
<tbody>
<tr>
<td>social offices</td>
<td>Sozialbehörden</td>
</tr>
<tr>
<td>Federal Government Commissioner for Migration, Refugees and Integration</td>
<td>Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration</td>
</tr>
<tr>
<td>Regional Offices of the Federal Office for Migration and Refugees</td>
<td>Regionalstellen des Bundesamtes für Migration und Flüchtlinge</td>
</tr>
</tbody>
</table>

8. **References /literature used**

- Federal Office for Migration and Refugees. Integration Panel. Results of a longitudinal study on the effectiveness and sustainability of integration courses. 2011
- Federal Commissioner for Migration, Refugees and Integration. 9. Bericht der Beauftragten der Bundesregierung für Migration, Flüchtlinge und Integration über die Lage der Ausländerinnen und Ausländer in Deutschland. 2012
- Institut für Demokratische Entwicklung und Soziale Integration, Studie zum Stand der kommunalen Integrationspolitik in Deutschland, 2011
- MIPEX Migration Policy Index (http://www.mipex.eu/germany)
- Federal Office for Migration and Refugees website ([http://www.bamf.de/EN/Startseite/startseite-node.html](http://www.bamf.de/EN/Startseite/startseite-node.html))
2.4. Greece

- Legislative responsibility lies with the Ministry of Interior and Administrative Reconstruction (until 2015 Ministry of Interior) which is the key national stakeholder in migrant integration policies and strategies.

- Regional authorities are not responsible for migrant integration measures in any capacity.

- Local authorities are the key stakeholders for migrant integration strategies in practice and devise and implement these to a varying extent in line with national strategies.

- Migrant Integration Councils at a local level are another key political stakeholder, and carry out an advisory role.

- Greece’s reception measures are under severe pressure and could impact the prospect of long term integration of migrants.

1. Type of administrative structure

Centralised

2. Level of migration exposure

High

3. Key Legislation on integration of migrants

National Strategy for Social Inclusion of the Ministry of Interior of December 2014. A common framework of principles, priorities and targets aimed at coordination, monitoring and evaluation of all policies on a national, regional and local level to combat poverty and social exclusion.

Code for Migration and Social Integration and other provisions (Law 4251,) incorporating all pertinent legislation and all EC Directives previously transposed in national legislation.

Presidential Decree Number 150 – details conditions and legislation concerning long term residency.


Law 3801, Articles 43-44, concerning labour market access of migrants.

Law 3852, Article 78 details establishment of Councils of Immigrants’ Integration.
Law 4115, Article 31 on the proficiency in Greek and basic Greek history and culture in order to obtain a long-term residence permit.

Law 3731, Chapter 4, Articles 37-40, Provisions on issues such as residence permit for minors born in Greece.
4. Overview of responsibilities by thematic area:

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall</td>
<td>Ministry of the Interior and Administrative Reconstruction holds overall responsibility for migrant integration policies and strategies.</td>
<td><strong>Regional Authorities</strong> do not have competences for migrant integration measures. See 5.1.</td>
<td>Adhering to national strategy, municipalities devise and implement schemes at a local level, with advice or support from elected <strong>Migrant Integration Councils</strong> (MICs).</td>
</tr>
<tr>
<td>Housing</td>
<td>Ministry of the Interior and Administrative Reconstruction has legislative responsibility and delegates powers to Decentralised Administration Authorities.</td>
<td>N/A</td>
<td>Concerning the issuance of residence permits to non-EU citizens (legal residence), the procedure is carried out by 55 one-stop-shop services of the <strong>Decentralised Administration Authorities</strong> and 1 one-stop-shop service of the <strong>Ministry of Interior and Administrative Reconstruction</strong>.71 There are no specific facilities for social housing or alternative forms of housing for migrants.</td>
</tr>
<tr>
<td>Professional training/education</td>
<td>The ESF resources are managed through the <strong>Special Managing Authorities in the Ministries</strong> of: Labour, Social Security and Social Welfare; Education, Religious Affairs, Culture and Sports; Public Administration Reform and eGovernance</td>
<td>N/A</td>
<td><strong>Migrant Integration Councils</strong>, on behalf of municipalities are the only identified stakeholder at local level. MICs do not deliver any formal training but provide recommendations for employment and serve as an advisory body.</td>
</tr>
</tbody>
</table>

71[http://ec.europa.eu/immigration/tab1.do?searchFromTab1=true&searchByCountryCountryId=0&searchByIdFromMap=0&intCountryId=7&subSec=10&language=7$pt&langDefault=&userLang=7&languageLocaleId=7](http://ec.europa.eu/immigration/tab1.do?searchFromTab1=true&searchByCountryCountryId=0&searchByIdFromMap=0&intCountryId=7&subSec=10&language=7$pt&langDefault=&userLang=7&languageLocaleId=7)
<table>
<thead>
<tr>
<th>Language skills</th>
<th>Ministry of the Interior and Administrative Reconstruction coordinates EU structural funds for language courses and initiatives delivered at local level.</th>
<th>N/A</th>
<th>Municipalities carry out schemes independently with advice from Migrant Integration Councils.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment</td>
<td>Ministry of Labour, acting on proposals forwarded by the Asylum Service and Migrant Integration Councils.</td>
<td>N/A</td>
<td>Researched outcome of Migrant’s Integration Council’s work is to strengthen migrant’s candidacy in formal employment. Municipalties in theory implement ESF and ERDF funds for professional training programmes but do so to a varying extent.</td>
</tr>
<tr>
<td>Health</td>
<td>Ministry of Health and Ministry of Citizen Protection. Separate healthcare measures for migrants could not be identified, rather these are mainstreamed with measures benefitting Greek nationals.</td>
<td>N/A</td>
<td>Healthcare is funded through insurance paid by employers, so the unemployed lose their health insurance.</td>
</tr>
<tr>
<td>Civic participation &amp; cultural awareness</td>
<td>The <strong>Ministry of Interior and Administrative Reconstruction</strong> (General Secretariat for Population and Social Cohesion) and especially its Departments of Migration Policy and Social Integration are responsible for (legal) immigration and integration policy.</td>
<td>N/A</td>
<td><strong>Municipalities</strong> plan and implement programmes (or promote participation in programmes and actions) for the social, economic and cultural integration of Roma, Gypsies, returning expatriates, immigrants and refugees to the local community. <strong>Migrant Integration Councils</strong> act as an advisory body in order to strengthen the smooth integration of immigrants in local community. The councils record and investigate the problems of the integration of permanent immigrants and submit proposals for local action promoting the smooth integration of immigrants and the organisation of municipal consultancy services and awareness events.</td>
</tr>
</tbody>
</table>
5. Presentation of bottlenecks, solutions and good practice examples regarding impact of migration on LRAs

5.1 Lack of regional administrations

Greece’s administrative structure used to be highly centralised but over the last decades it has been undergoing reforms which led to the adoption of an extensive reform in 2010 called “Kallikratis”. Since 1 January 2011, when the Kallikratis Programme officially entered into force, the Hellenic Republic comprises seven Decentralised Administrations (apotentromeni dioikisi), thirteen Regions (perifereies) and 325 Municipalities (dimoi). As a result of the Kallikratis Programme, regional administrations do not exercise a role in migrant integration schemes in thematic areas identified in the table above. Regional authorities had previously been responsible for: European Regional Development Fund (ERDF) and the Regional Development Policy.\(^{73}\) They are now managed at national level or structural funds are applied for directly by municipalities.

5.2 Bottlenecks

The United Nations Refugee Agency stated that conditions in refugee camps had deteriorated recently.\(^{74}\) In August, 2015, Amnesty International reported squalid conditions in overwhelmed refugee camps.\(^{75}\) A number of media reports and NGOs indicate poor conditions, a result of both the immigration crisis and the economic crises Greece has endured. The influx of asylum-seekers in Greece and in transit through Greece has been well documented recently by the media and NGOs. Local Regional Authorities are struggling with the influx in carrying out reception procedures, with housing and healthcare being the most pressing issues. In a case study carried out by CSES, we examined the LRA of Lesvos that had to cope with becoming the main entry point for asylum seekers from Turkey into Greece and Europe. Greece can be considered a geographic bottle-neck in that onward movement of migrants into the Balkan states is restricted. Additionally, the country is enduring fiscal and administrative constraints as a result of on-going austerity measures and insufficient financial resources.

5.3 Good Practices

In April 2013, the National Strategy for inclusion of third-country nationals was introduced with a strategic emphasis on training and developing skills of those already in Greece and it set out shortages of required trade skills with increased needs for employment. The strategy also includes measures on access to social and health services, reception and introductory courses, combatting informal employment, and promotion of equal treatment. The European Migration Network reported that in 2013 a number of social inclusion programmes were implemented through co-financing from the European Integration Fund (EIF) by the Ministry of the Interior. These included languages and history courses as well as an Integrated System of Remote Training.

As of 2010, 220 Migrant Integration Councils (MICs) have been established as a result of the Kallikratis programme, with some of them being more active than others.\(^{76}\) However, the

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\(^{73}\) https://portal.cor.europa.eu/divisionpowers/countries/MembersNLP/Greece/Policy-Areas-Obligatory/Pages/Economic-Social-and-Territorial-Cohesion.aspx

\(^{74}\) From ABC News, http://www.abc.net.au/am/content/2016/s4436001.htm


\(^{76}\) http://ec.europa.eu/immigration/tab1.do?searchFromTab1=true&searchByCountryCountryId=0&searchByIdFromMap=0&intCountryId=7&subSec=10&language=7Spt&langDefault=&userLang=7&languageLocaleId=7
MICs are limited in their effectiveness by a number of constraints. According to Inspires, research indicates these Migration Councils have no formal budgets. Participation in these councils is voluntary and unpaid. Councils provide assistance through the organisation of advisory services of municipal services and the organisation in cooperation with the relevant municipality events to raise awareness and aid entitlements of the social cohesion of the local population.77

Moreover, a Global Governance programme found that in 74% of the researched municipalities, not all immigrant populations in their jurisdiction are represented in the MICs and 56% of the immigrants who participated in the formation and operation of the MICs were not elected representatives of immigrant communities. There are severe problems of representation and participation of immigrants in their community associations which raise doubts as to their actual and official representation in the MICs too.

6. Comments

- The immigration crisis, combined with enduring economic crises and austerity measures, imply municipalities are not universal in their approach to migrant integration and it is implied they do not have the budgets. A more resourceful and dedicated Migrant Integration Council scheme would be difficult to implement without additional EU funding, as austerity measures mean there is very limited capacity to fund such initiatives at national level.

- A number of NGOs support the Government but are mainly focused on tackling the Immigration crisis, notably the Greek Council for Refugees. The Greek Forum of Migrants appears inactive (since 2006, accessed 05-02-16).78

- Greece’s MIPEX score ranks at 27 out of 38 Member States.

7. Official language titles of institutions mentioned

<table>
<thead>
<tr>
<th>Name in English</th>
<th>Name in official language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of the Interior and Administrative Reconstruction</td>
<td>Υπουργείο Εσωτερικών και Διοικητικής Ανασυγκρότησης</td>
</tr>
<tr>
<td>Migrant Integration Council</td>
<td>Συμβούλιο ένταξης μεταναστών</td>
</tr>
<tr>
<td>Ministry of Labour, Social Insurance and Social Solidarity</td>
<td>Υπουργείο Εργασίας, Κοινωνικής Ασφάλισης &amp; Κοινωνικής Αλληλεγγύης</td>
</tr>
<tr>
<td>Ministry of Citizen Protection</td>
<td>Υπουργείο Προστασίας του Πολίτη</td>
</tr>
<tr>
<td>Hellenic Ministry of Foreign Affairs</td>
<td>Υπουργείο Εξωτερικών</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>Υπουργείο Υγείας</td>
</tr>
<tr>
<td>Re-organisation and Decentralisation Programme</td>
<td>Πρόγραμμα Καλλικράτης</td>
</tr>
<tr>
<td>Decentralised Administrations</td>
<td>Αποκεντρωμένη διοίκηση</td>
</tr>
<tr>
<td>Municipalities</td>
<td>Δήμοι</td>
</tr>
<tr>
<td>Regions</td>
<td>Περιφέρειες</td>
</tr>
</tbody>
</table>

77 http://www.inspires-research.eu/innovativesocialpolicy/150-Local-Migrant-Integration-Councils
8. References / Literature used

- “Making a success of integrating immigrants into the labour market,” National Centre for Social Research, Greece, November 2010
2.5. Hungary

- The key institution at National level is the **Ministry of Interior**, acting through the **Office of Immigration and Nationality**.
- There are almost no responsibilities for integration of migrants at local or regional level aside from housing.
- Long-term measures for migrant integration are implemented through the AIMF by the Ministry of Interior, often delegating to NGOs.
- Hungary is both a transit and destination country for migrants. Its reception measures are currently under pressure due to a high influx of migrant asylum seekers in the last year.

1. **Type of administrative structure**
   Centralised

2. **Level of migration exposure**
   High (both as transit and destination country)\(^79\)

3. **Summary of key national legislation on integration (listing the key legal acts and explaining their meaning in 1-2 paragraphs)**

   There are only a few legal acts dealing specifically with integration. Most provisions on integration are part of more general legal acts.

   - **Asylum**: Act LXXX of 2007 on Asylum and Implementing Government Decree 301/2007 (XI. 9.) of the Act LXXX on Asylum – Act determining the asylum procedures in Hungary
   - **Education**: Act CXC of 2011 on National Public Education; Act CCIIV of 2005 on National Higher Education; Act C of 2001 on the Recognition of Foreign

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Certifications and Degrees – Not specifically tailored for access to education of migrants but mainly how education is generally regulated in Hungary.


- **Employment**: Government Decree 445/2013 on the employment of third-country nationals in Hungary- The Decree refers to: procedures other than the single application procedure; the exemptions of such authorisation obligation; the involvement of the metropolitan and county government offices as opinion makers in single application procedures; the notification of employment of non-EU nationals’ authorisation for free employment in Hungary and salary reimbursement.

- **Housing**: Governmental Decree 12/2001 (I.31.) on the State Subsidies for Housing. Not specifically tailored to migrants but mainly how social benefits are generally regulated in Hungary.

- **Equality**: Act CXXV of 2003 on Equal Treatment and Promotion of Equal Opportunities.
4. Overview of responsibilities by thematic area

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
</table>
| Housing             | Ministry of Interior (immigration policy, asylum policy, integration, EU funds, relation with third countries) - preparation of legislation related to migration and asylum. Office of Immigration and Nationality (OIN) - management of reception centres. |                         | LRAs are responsible for:  
Housing  
Planning and functioning of distribution (in collaboration with the Ministry of Interior). |

Main Ministry Involved:
- **Ministry of Interior** (immigration policy, asylum policy, integration, EU funds, relation with third countries) - preparation of legislation related to migration and asylum; supervision of the OIN and the NPH; preparation of international agreements in the field of asylum and migration.

Other relevant institutions:
- **Ministry of Foreign Affairs** (co-development, relation with third countries, visas) - participation in the elaboration of migration policy; coordination of the consular services’ work.
- **Consular Services** – Visas
- **Office of Immigration and Nationality (OIN)** (visas, asylum applications, citizenship, illegal immigration, residence permit, unaccompanied minors, voluntary return, removal, integration, reception, admission) - decision-making in admission procedures; decision-making in asylum procedures; implementation of the Dublin Regulation; decision-making in naturalisation procedures; management of the Country of Origin Information; system and database; management of reception centres.
- **National Police Headquarters (NPH)** (border control, removal, illegal immigration, admission) – decisions on denial of entry - supervision of detention in community shelters.
- **Equal Treatment Authority** – Anti-discrimination.
<table>
<thead>
<tr>
<th>Professional training/education</th>
<th><strong>Ministry of Human Resources</strong> - educational policy of migrant children</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language skills</td>
<td><strong>Ministry of Interior</strong> (immigration policy, asylum policy, integration, EU funds, relation with third countries) - preparation of legislation related to migration and asylum.</td>
</tr>
</tbody>
</table>
| Employment | **Ministry for National Economy** (labour market access) - determination of the maximum number of work permits issuable to third country nationals  
**National Employment Service (NES) (work permits)** - multiple regional labour centres working under the supervision of NES are responsible for the issuance of work permits  
Regional labour centres working under the supervision of **NES** are responsible for the issuance of work permits. |
| Health | **Central Administration of Health Care Insurance** |
| Civic participation & cultural awareness | **Office of Immigration and Nationality (OIN) (citizenship)**  
- decision-making in naturalisation procedures. |
5. Presentation of bottlenecks, solutions and good practice examples regarding impact of migration on LRAs

5.1. Bottlenecks

There is almost no local or regional involvement with regard to integration of migrants. Furthermore, it has to be noted that generally there are very few legal acts specifically targeted at integration of migrants. Instead some of the relevant acts (e.g. on housing, education, social benefits, etc.) are of a general nature and include only some provisions on how integration of migrants shall be carried out.

In addition to that the EU-funded research project “Assessing Integration Measures for Vulnerable Migrant Groups” (ASSESS) revealed that integration is not an integral part of any of the sectorial policies (on education, health, labour market etc.). This shows that integration of migrants is not a high priority for the Hungarian government. A more specific example is access to education which is still limited, because Hungary does not allow undocumented migrants to access the entire education system.

Neither does it grant such access automatically for children of legal migrants. Schools rarely address the training needs of newcomers and intercultural education has been almost exclusively provided for via EU-funded projects (see below under good practices). The lack of integration measures has also been stressed in the MIPEX study mentioning that “Promoting immigrant integration has not been a government priority from 2010 to 2014. The minor scattered changes do not change the fact that ordinary non-EU legal residents in HU still have more obstacles than opportunities put in their path to participate in HU society.”

Furthermore, several media articles provide an overview of recent policies and discourse which are mainly directed towards border controls instead of integrating migrants. For example, a razor-wire fence erected on Hungary’s southern border with Serbia was regarded as essential to defending the Schengen Area’s external borders.

5.2. Good practices

According to MIPEX, Hungary scores highly on anti-discrimination measures and favourable conditions for permanent residence. In respect to the former, the Hungarian Association for Migrants, Menedék, is committed to create equal opportunities and support integration for migrants in Hungary. For instance, Menedék is involved in promoting the social integration of foreign citizens migrating into Hungary by establishing a complex system of services through which refugees can find a new home; organising and running training courses for professionals who deal with immigrants in the course of their work; making the society more open towards accepting foreigners arriving in their country.

Another good practice in Hungary is a network programme of the Artemisszió Foundation which offered a programme during 2013 with the aim of helping the integration of third-country immigrants living in Hungary. The project's goal was to increase social and labour market integration through various services and by developing skills that can contribute the rise of the level of integration. The network programme focused on individual needs, thus the

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82 Orbán said: “the razor-wire fence erected on Hungary’s southern border with Serbia was regarded as essential to defending the Schengen zone’s external borders.” http://www.theguardian.com/world/2015/sep/03/migration-crisis-hungary-pm-victor-orban-europe-response-madness
83 http://menedek.hu/en
services and their timing were shaped according to personal circumstances. More specifically, the programme’s objective was to deepen attachment to Hungarian society; broadening social capital through personal guidance; Hungarian language tutoring; and to organise regular community events.\textsuperscript{84}

Hungary also made use of the EU integration fund. For instance, Hungary received nearly 100,000 Euro from the Integration Fund (2007-13) for the project: “Colourful games, multi-coloured country”. The aim of the project was to mobilise non-EU migrants to present their own culture at Hungary’s ‘Children’s Island’ in order to promote openness among the young and helping to break down stereotypes.\textsuperscript{85} Another interesting project related to integration is “Migrant Budapest” which was also funded by the Integration fund (2007-13).

The aim of the 2008 project was to draw people’s attention in Budapest to the presence of migrant communities from third countries living in the capital, and to their contribution to the multiculturalism of Budapest. The project was intended to achieve its goals by showing from different angles the culture of the 10 largest migrant communities living in the capital city.\textsuperscript{86}

6. Comments

- There is no regional and little local authority with regard to integration matters.

- Ranked 23/38 in Migrant Integration Policy Index 2014 (score: 45). Strong on anti-discrimination (86 points), weak on education (15), access to nationality (31), mediocre on family reunion (61) and labour market mobility (40). MIPEX findings: “Promoting immigrant integration has not been a government priority from 2010 to 2014. The minor scattered changes do not change the fact that ordinary non-EU legal residents in HU still have more obstacles than opportunities put in their path to participate in HU society, with its overall integration policies scoring 45/100 and ranking 23rd alongside RO and the rapidly-advancing CZ.”

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</tr>
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<td>Ministry of Foreign Affairs</td>
<td>Külügyminisztérium</td>
</tr>
<tr>
<td>Ministry of National Economic Affairs</td>
<td>Nemzet gazdasági Minisztérium</td>
</tr>
<tr>
<td>Ministry of Human Resources</td>
<td>Emberi Erőforrás Minisztérium</td>
</tr>
<tr>
<td>Equal Treatment Authority</td>
<td>Egyenlő Bánásmód Hatóság</td>
</tr>
<tr>
<td>National Police Headquarters</td>
<td>Orszagos Rendor Fokapitanyasag</td>
</tr>
<tr>
<td>Office of Immigration and Nationality</td>
<td>Bevándorlási és Állampolgársági Hivatal</td>
</tr>
<tr>
<td>National Employment Service</td>
<td>Nemzeti Foglalkoztatasi Szolgalat</td>
</tr>
<tr>
<td>Central Administration of Health Care Insurance</td>
<td>Országos Egészségbiztosítási Pénztár</td>
</tr>
</tbody>
</table>

\textsuperscript{84} http://bevandorlok.artemisszio.hu/2013/en/network-integration-program
\textsuperscript{85} http://ec.europa.eu/dgs/home-affairs/financing/fundings/projects/project_example_028_en.htm
8. References /literature used

- MIPEX Migration Policy Index ([http://www.mipex.eu/hungary](http://www.mipex.eu/hungary))
2.6. Poland

- Overall responsibility for the integration of migrants lies with the Ministry of Labour and Social Policy, though migrant integration is not defined by Polish law.
- Measures that concern migrants are broadly mainstreamed with other measures for Polish nationals, in the absence of a national strategy and dependent on the initiative of LRAs, typically in cooperation with NGOs.

1. Type of administrative structure
   Centralised

2. Level of migration exposure
   Low

3. Key Legislation

   It should be noted that integration has not been defined in any legal documentation to date.

   a) “Migration Policy of Poland – the Current State of Play and the Further Actions” 2012. Consists of 192 recommendations, focusing on reception than integration policy.

   Other relevant legislation includes:
   - Act on social assistance of 2004 – legislation on social welfare benefits although not specific to migrants.
   - Act on promotion of employment and labour market institutions of 2004
   - Act on Polish citizenship of 2009 – details conditions of attaining Polish citizenship.
   - Ordinance of the Minister of Labour and Social Policy on providing assistance to foreigners who obtained refugee status or subsidiary protection in the Republic of Poland of 2009 – cites the Ministry of Labour and Social Policy as assisting refugees, though does not specify migrant integration measures or define the term.
   - Ordinance of the Council of Ministers on types of Polish language and orientation courses and the way of their organisation for repatriates and members of their closest families coming to the Republic of Poland of 2002

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87 https://ec.europa.eu/migrant-integration/country/poland
88 http://www.migrationpolicy.org/article/eu-membership-highlights-polands-migration-challenges
89 https://www.academia.edu/9852563/The_Politics_of_Mainstreaming_Immigrant_Integration_Policies_Case_study_of_Poland
4. Overview of responsibilities by thematic area

It should be noted that Poland received relatively little migration in recent years, and net migration was negative. As a consequence, migrant integration is not a high priority of national, regional and local decision-makers. This is evident in the rather sparse identification of administrative responsibilities listed below.

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
</table>
| Overall             | Ministry of Labour and Social Policy’s Department of Social Assistance and Integration has main legislative responsibility for the integration of migrants. Actions concerning migrants are largely delegated to NGOs and implemented at a local level and on an ad hoc basis. The Department of Social Assistance and Integration oversees:  
- Schemes for activation of persons from groups of particular risk  
- Development of alternative forms of employment in the open labour market for persons endangered with poverty and social exclusion | Regional Authorities principally oversee Healthcare and Employment measures in their areas of responsibility, however migrants are mainstreamed in this with Polish nationals. | A variety of measures are implemented at a local level by powiats (municipalities) on an ad-hoc basis and often in cooperation with NGOs. Aside from ad-hoc projects, migrants’ needs are mainstreamed with Polish nationals. |
<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing</td>
<td>Ministry of the Interior and Administration governs citizenship acquisition and permanent residency applications. In practice key stakeholders for migrant housing are at a local level.</td>
<td>Poland’s Regional authorities do not exercise any administrative responsibility for housing migrants other than the general role they play in housing, whether migrants or Polish citizens.</td>
<td>Housing of migrants is mainstreamed with general housing policy. Migrants may choose the municipality in which they wish to live, and typically apply for social housing under municipalities under same conditions as Polish citizens.</td>
</tr>
<tr>
<td>Professional training/education</td>
<td>Ministry of National Education and Ministry of Science and Higher Education govern the recognition of foreign qualifications and determine policy for education and professional training standards though this is mainstreamed with Polish nationals.</td>
<td>No administrative responsibilities identified at regional level aside from general national education policies (i.e. the management of post-secondary schools, vocational schools, teacher training colleges etc.).</td>
<td>Centres for Refugees assign children to nearest school which they are legally obliged to attend.</td>
</tr>
<tr>
<td>Language skills</td>
<td>Ministry of National Education has broad legislative responsibility but on a national level language skills measures are delegated to NGOs and work on a local level.</td>
<td>No migrant integration responsibilities identified at regional level in this area.</td>
<td>Free Polish lessons are given in Centres for Refugees as part of the reception process for immigrants. According to a handbook for refugees, schools conduct additional Polish classes for foreign children (compulsory). The handbook itself contains a guide to useful Polish phrases.</td>
</tr>
<tr>
<td>Employment</td>
<td>Ministry of Labour and Social Policy is responsible for labour</td>
<td>Poland’s 16 regional administrations are responsible for</td>
<td>No local policy administrative responsibilities identified beyond</td>
</tr>
</tbody>
</table>

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90 [https://portal.cor.europa.eu/divisionpowers/countries/MembersNLP/Poland/Pages/default.aspx](https://portal.cor.europa.eu/divisionpowers/countries/MembersNLP/Poland/Pages/default.aspx)

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Health</strong></td>
<td>market policies and monitoring employment (inclusive of migrants). It delegates powers to the <strong>Department of Social Assistance and Integration</strong> which implements measures such as activation schemes for persons in risk groups, and alternative forms of employment for persons at risk of poverty or social exclusion.</td>
<td>employment and labour market policy.</td>
<td>standardised responsibilities for Polish citizens alike.</td>
</tr>
<tr>
<td></td>
<td><strong>Ministry of Health</strong> has legislative responsibility for health policies and in practice, migrant healthcare initiatives do not exist on a national level and migrant healthcare needs are mainstreamed with Polish nationals.</td>
<td>Poland’s 16 regional administrations are principally responsible for healthcare of all foreigners, alongside Polish citizens, in their respective regions.</td>
<td>Immigrants have free access to medical care via the <strong>Centre for Refugees</strong>, those that achieve refugee status are eligible for healthcare under the same conditions as Polish citizens. Polish Red Cross and other NGOs are delegated responsibility for some aspects of migrant healthcare.</td>
</tr>
<tr>
<td><strong>Civic participation &amp; cultural awareness</strong></td>
<td><strong>Ministry of Labour and Social Policy’s Department of Social Assistance and Integration</strong> implements measures related to labour market to assist in wider social integration. <strong>Ministry of Culture and National Heritage</strong> implements cultural awareness measures (although not exclusive to migrants).</td>
<td>Broadly, 16 regional administrations are responsible for social welfare, but specific migration integration administrative responsibilities could not be identified.</td>
<td>Local Municipalities are responsible for social welfare in their areas. In addition, Caritas Poland, and Centres for Migrants’ and Refugees’ Support provide assistance.</td>
</tr>
</tbody>
</table>
5. Presentation of bottlenecks, solutions and good practice examples

5.1 Bottlenecks

Poland has previously stated in response to European Migration Network Ad-Hoc queries that there is no integration programme in place, nor an action plan for migrant integration. This is despite the fact in 2012 the Council of Ministers approved a strategic document, “Polish Migration Policy – current state of play and further actions,” in which two chapters refer directly to the integration of immigrants. It is targeted at labour migrants and their position on the labour market as well as those intending to settle with their families permanently. The document does not however, refer to healthcare. The bill states a foreigner applying for a residence permit is obliged to prove knowledge of the Polish language at A2 level at least.

The Department of Social Assistance and Ministry of Labour and Social Policy delegates responsibility for migrant integration and assistance to migrants to NGOs. The Migrant Integration Policy Index highlights weaker general or targeted support for non-EU newcomers to pursue jobs and training. In 2014, the index found an estimated third of non-EU citizens were not in employment, education or training. One of the major weaknesses identified is the recognition of foreign professional and educational qualifications. Any targeted support and information for migrants is available on a local ad hoc basis.

5.2 Good Practices

There are mechanisms designed specifically for persons benefitting from protection status, who are provided support under the Individual Integration Programme (IPI). The programme specifies assistance for a 12-month period. Integration programmes are restricted to those who are granted international protection. The individual integration program, run by the County Centres of Family support, does not exceed one calendar year. This programme includes financial benefits for maintenance and expenses of learning Polish (between 446-1149 PLN a month per person). They also receive specialist counselling, particularly in fields of law, psychology and family support. Those who are married to Polish nationals do not benefit from this programme and the integration programme is optional. The IPI programme is financed by Voivods, regional representatives of central government.

Other than the IPI programme, NGOs run language courses to a varying extent in Poland’s voivodships which often receive EU funding. These courses can either be free or at a price determined locally. An example of NGO-government co-operation is found in the on-going Foreigners’ Forum, it facilitates a dialogue between the office of the Mazovian Voivodship Office and NGOs. Initially characterised by crisis team meetings, now acts as a platform for permanent co-operation and a good example to Poland’s other regions in the absence of national migrant integration schemes. (Please see attached Case Study).

6. Comments

- In terms of the structure of immigration, Poland is rather characterised by short-term or circular labour migration.92
- MIPEX: Overall ranking is 32 out of 38.93

92https://www.academia.edu/9852563/The_Politics_of_Mainstreaming_Immigrant_Integration_Policies_Case_study_of_Poland

59
• Of 4,616 asylum applications made from Ukrainians during 2014-2016, only two have been accepted, according to the Office for Foreigners. Of the vast-majority of Ukrainians (a million in number) are in the country on work-visas.

7. **Official language titles of institutions mentioned**

<table>
<thead>
<tr>
<th>Name in English</th>
<th>Name in official language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Labour and Social Policy</td>
<td>Ministerstwo Pracy i Polityki Społecznej</td>
</tr>
<tr>
<td>Ministry of the Interior</td>
<td>Ministerstwo Spraw Wewnętrznych</td>
</tr>
<tr>
<td>Ministry of National Education</td>
<td>Ministerstwo Edukacji Narodowej</td>
</tr>
<tr>
<td>Ministry of Science and Higher Education</td>
<td>Ministerstwo Nauki i Szkolnictwa Wyższego</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>Ministerstwo Zdrowia</td>
</tr>
<tr>
<td>Ministry of Culture and National Heritage</td>
<td>Ministerstwo Kultury i Dziedzictwa Narodowego</td>
</tr>
<tr>
<td>Province</td>
<td>Voivodeship</td>
</tr>
<tr>
<td>County/District</td>
<td>Powiats</td>
</tr>
<tr>
<td>Municipality</td>
<td>Gminas</td>
</tr>
</tbody>
</table>

8. **References /literature used**


• Migrant Integration Policy Index, Poland, 2014 available at [http://www.mipex.eu/poland](http://www.mipex.eu/poland)


• European Migration Network, Poland, Annual Policy report 2012


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93 [http://www.mipex.eu/poland](http://www.mipex.eu/poland)

2.7. Sweden

- Legislative responsibility lies with the Ministry of Integration and Gender Equality, powers are delegated to the Public Employment Service which works across all levels of government, helping implement initiatives at a local level with national co-ordination.

- LRAs are responsible for housing, schooling of minors, social integration measures (with regional co-ordination), providing migrants with social welfare, and ensuring access to language classes.

- Regional County Administrations are responsible for capacity assessment for housing, as well as principally being responsible for healthcare in their areas. Regional County Administrations work with and co-ordinate with the Public Employment Service to ensure other of migrant integration are being delivered.

- Sweden has a committed national strategy and an effective, multi-level system of implementation and is a good case example of a successful migrant integration system. Sweden is a very popular migrant destination country and its capacity is currently under stress with the high influx of asylum seekers and refugees recently.

1. Type of administrative structure

Centralised

2. Level of Migration Exposure

High

3. Key Legislation

- **Aliens Act**, 2005- determines the provisions for refugees and asylum seekers, as well as visas and status of residency.


- Summary of the December 2010 reform:

  - The Swedish Public Employment Service have a co-ordinating responsibility for introduction activities.

  - The Swedish Public Employment Service and the newly arrived immigrant will together draw up an introduction plan including activities to facilitate and speed up the latter's introduction into working and community life.

  - A new benefit payment will be introduced that is the same for all newly arrived immigrants regardless of where in the country they live, to be paid in connection with active participation in introduction activities.

  - A new service provider - an 'introduction guide' - is to assist the newly arrived immigrant during the introduction period.
● Newly arrived immigrants who have an introduction plan are required to participate in civic orientation.
4. **Overview of responsibilities by thematic area:**

<table>
<thead>
<tr>
<th>Area of Integration</th>
<th>National Level</th>
<th>Intermediary/Regional Level</th>
<th>Local Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall</td>
<td>Overall co-ordinators for the Integration of Migrants lies with the Ministry of Integration and Gender Equality but moreover, the <strong>Public Employment Service (PES)</strong>, who work across all levels of governance. The <strong>Swedish Social Insurance Agency</strong>, and the <strong>Swedish Migration Agency</strong> are key actors in implementing Migrant integration initiatives.</td>
<td><strong>County Administrative Boards</strong> play a critical role in administrative and fiscal oversight and resource allocation of migrant integration schemes. <strong>Swedish Association of Local Authorities and Regions</strong> play a valuable coordinating and advisory role at local level and liaise with the different municipalities.</td>
<td><strong>Swedish Association of Local Authorities and Regions</strong> play a valuable coordinating and advisory role at local level and liaise with the different municipalities.</td>
</tr>
<tr>
<td>Housing</td>
<td>The <strong>Public Employment Service</strong> initially receives and disperses asylum-seekers and refugees through agreements between the state and municipalities. The <strong>Swedish Association of Local Authorities and Regions</strong> advise municipalities and country administrative boards on housing. The <strong>Swedish Social Insurance Agency</strong> is responsible for the housing allowance and payment of the introduction benefit on the basis of information provided by the PES.</td>
<td><strong>County Administrative boards</strong> are in charge regarding readiness and capacity of municipalities to receive new arrivals. They also ensure regional collaboration between municipalities. More of a vertical co-operation between central-level Public Employment Service and municipalities in the settlement of migrants, by-passing regional level authorities.</td>
<td><strong>Municipalities</strong> are mainly responsible for initially receiving and then housing migrants and housing planning.</td>
</tr>
<tr>
<td>Professional training/education</td>
<td>Ministry of Education and Research – ultimate responsibility for professional training and education of migrants though this is mainstreamed with other citizens in practice and specific measures are delegated to NGOs and through the following agencies: Swedish National Agency for Higher Education Swedish National Agency for Education Public Employment Service</td>
<td>County Administrative boards are in charge regarding readiness and capacity. They also ensure regional collaboration between municipalities.</td>
<td>Municipalities are responsible for schooling.</td>
</tr>
<tr>
<td>---------------------------------</td>
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<td>----------------------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------</td>
</tr>
<tr>
<td>Language skills</td>
<td>Swedish Public Employment Service The Ministry of Integration and Gender Equality Swedish Schools Inspectorate (under Ministry of Education)</td>
<td>Public Employment Service coordinates with County Administrative Boards. It appears PES bypasses county and regional level administration with a more vertical co-operation in this regard.</td>
<td>While the provision of Swedish for Immigrants (SFI) is a mandatory component of the migrant introduction plan coordinated by the Public Employment Service (PES), it is the responsibility of municipalities. It can therefore vary from one municipality to the next.95</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Health</th>
<th>Swedish National Institute for Public Health</th>
<th>Main responsibility of the health of migrants lies with <strong>county administrative boards</strong>, representing the central government.</th>
<th>Responsibility is deferred to <strong>county administrative boards</strong>.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civic participation &amp; cultural awareness</td>
<td>Swedish Public Employment Service fulfils an overall co-ordinating role in this sector. The <strong>Swedish Social Insurance Agency</strong> on behalf of the <strong>Ministry of Health and Social Affairs</strong></td>
<td>Horizontal co-ordination between the local Public Employment service and municipalities in organisation of introduction activities. <strong>County Administrative boards</strong> are responsible for cultural institutions however.</td>
<td><strong>Municipalities</strong> are responsible for providing childcare for newly arrived migrants, allowing migrants to work. <strong>Municipalities</strong> are responsible for providing social assistance for migrants who require it following the end of the two-year introduction period.96</td>
</tr>
</tbody>
</table>

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5. Presentation of bottlenecks, solutions and good practice examples regarding impact of migration on LRAs

5.1 Bottlenecks

There are claims that the Public Employment Service is not currently equipped to playing a co-ordinating role and providing guidelines to municipalities on implementation of integration strategies, duties formerly held by the Migrant Integration Board and dissolved Ministry of Integration and Gender equality.

Due to the influx of various asylum-seeker groups, there is a lack of available housing in parts of the country where the labour market is good. According to a European Migration Network report, from an individual viewpoint and in the view of some municipalities the situation has become untenable. The government has stated in the Budget Bill for 2016 that they are investing in more labour market policies and investing in a significant raise for the compensation paid to municipalities as a result of this issue of the reception of refugees.

5.2 Good Practices

An example of good practice is the Swedish for Immigrants (SFI) programme, implemented by the Public Employment Service across all levels of government but principally is the responsibility of municipalities (Please see attached case study). This case highlights an effective operational framework, with the Public Employment Service working across all levels of governance to ensure the delivery of SFI nationally but adhering to local administrative constraints or needs.

6. Comments

- Mipex 2015: Ranked 1 out of 38 countries. The index also ranks Sweden as having the best labour market mobility and education initiatives for migrants, as well as scoring highly for its permanent residency schemes, anti-discrimination initiatives and family reunion policies. The index concludes that Sweden, in a global perspective, has strong, evidence-based, ambitious and better supported integration policies that are effective in many areas of life. This is helped by popular support calling for equal rights of immigrants to Swedish nationals in overwhelming majorities. Most non-EU immigrants are granted by law the same rights as Swedish nationals in economic, social and democratic life.

- A reform to speed up the introduction of newly arrived immigrants into working and social life entered into force on 1 December 2010.97

- Sweden is one of Europe’s major destination countries since the 1950s, with around 15% of the population foreign-born.

- Overall, employment rate has barely been affected by crisis and remains at 80%, one of the highest in the developed world.

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97 https://ec.europa.eu/migrant-integration/country/sweden
7. Official language titles of institutions mentioned

<table>
<thead>
<tr>
<th>Name in English</th>
<th>Name in official language</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swedish Public Employment Service</td>
<td>Arbetsförmedlingen</td>
</tr>
<tr>
<td>Swedish Migration Agency</td>
<td>Migrationsverket</td>
</tr>
<tr>
<td>Ministry of Employment</td>
<td>Arbetsmarknadsdepartementet</td>
</tr>
<tr>
<td>Swedish National Institute for Public Health</td>
<td>Statens folkhälsoinstitut</td>
</tr>
<tr>
<td>Ministry of Education and Research</td>
<td>Utbildningsdepartementet</td>
</tr>
<tr>
<td>Swedish Association of Local Authorities and Regions</td>
<td>Sveriges Kommuner och Landsting</td>
</tr>
<tr>
<td>Swedish National Agency for Higher Education</td>
<td>Högskoleverket</td>
</tr>
<tr>
<td>Swedish Social Insurance Agency</td>
<td>Försäkringskassan</td>
</tr>
<tr>
<td>Swedish National Agency for Education</td>
<td>Skolverket</td>
</tr>
<tr>
<td>Ministry of Health and Social Affairs</td>
<td>Regeringskansliet</td>
</tr>
</tbody>
</table>

8. References / Literature used

- Migrant Integration Policy Index, Sweden, [http://www.mipex.eu/sweden](http://www.mipex.eu/sweden)
- European Migration Network, Ad-Hoc Query on allocation of refugees to municipalities for integration purposes, 27 MAY 13
- European Migration Network, Ad-Hoc Query on integration for beneficiaries of international protection, 01 FEB 16
- Interview with Lotta Dahlerus, Expert, Swedish Association of Local Regional Authorities, 29 FEB 16
2.8. United Kingdom

- Legislative responsibility lies with Home Office which delegates actions through the Department of UK Visas and Immigration at national level.
- LRAs at a municipal or district level are generally responsible for implementing migrant integration measures although not in accordance with any national strategy.
- Aside from regional health authorities, regional authorities do not exist (aside from devolved national governments or county councils) or do not implement migrant integration measures.

1. Type of Administrative Structure

Decentralised

2. Level of Migration Exposure

High

3. Summary of key national Legislation on the integration of migrants


- **Nationality, Immigration and Asylum Act 2002** - Primary legislation, an Act of Parliament, on nationality, immigration procedure, and asylum. It details support for destitute asylum seekers, their families, accommodation centres and makes provision about international projects connected with migration, as well as creating offences. This act instigated the controversial “Life in the United Kingdom” test, a requirement for anyone seeking permanent residency or naturalisation in the UK. (Criticism for this test rests on first-edition factual errors; misrepresentations; and a poorly written accompanying handbook that was distributed.)

- **Nationality, Immigration and Asylum Act 2006** - Primary legislation, an Act of Parliament, introducing changes to the immigration appeals process; restricting right of appeal to grounds of human rights or race discrimination reasons only. This Act introduces civil penalties in the form of fines for employers that employ individuals subject to immigration control.

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98 For the purpose of this study; centralised within the distinct countries of England and Wales, Northern Ireland, and Scotland.
## 4. Overview of responsibilities by thematic area

<table>
<thead>
<tr>
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<th>National Level</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Overall</td>
<td>The department of <strong>UK Visas and Immigration</strong> within the Home Office is responsible for refugee integration and for settlement.</td>
<td>No regional authorities are responsible for housing other than district councils.</td>
<td><strong>Local authorities</strong>, in the form of single or two tier authorities, are responsible for devising and implementing migrant integration schemes.</td>
</tr>
<tr>
<td>Housing</td>
<td>UK Visas and Immigration receive migrants and disperse according to housing availability.</td>
<td></td>
<td><strong>Single tier local authorities</strong>, i.e. Metropolitan Authorities, London Boroughs, and Unitary or Shire Authorities are responsible for housing for migrants.</td>
</tr>
<tr>
<td>Professional training/education</td>
<td><strong>UK Visas and Immigration</strong> and <strong>Department for Education</strong>.</td>
<td>Devolved governments of Scotland, Wales, and Northern Ireland are responsible for education of migrants. In England, it is overseen directly by the <strong>Department for Education</strong>. <strong>Two-tier authorities</strong> are stakeholders for education of migrants in their areas of responsibility. (County to district level).</td>
<td><strong>Single tier Local authorities</strong>, i.e. Metropolitan Authorities, London Boroughs, and <strong>Unitary or Shire Authorities</strong> are responsible for education. <strong>Local education authorities</strong> have a duty to ensure that all children of school age have access to education regardless of immigration status. (Migration Observatory)</td>
</tr>
<tr>
<td>Language skills</td>
<td>No targeted introductory language and orientation programme for new arrivals to UK but migrants can attend classes in English for Speakers of Other Languages (ESOL)</td>
<td>Devolved governments of Scotland, Wales, and Northern Ireland, in England, it is overseen directly by the department of Education.</td>
<td>No stakeholders or responsibilities identified at local level. <strong>Local Strategic Partnerships (LSP)</strong> may, in theory, raise the issue of language skills and local councils have the duty to listen.</td>
</tr>
<tr>
<td>Employment</td>
<td>UK Visas and Immigration, issues work visas. Government Equality Office leads on discrimination. Department for Work and Pensions. Migration Impacts Committee (MAC), advises on shortage occupations within the UK.</td>
<td>No stakeholders identified at regional level.</td>
<td>Local Strategic Partnerships to <strong>Single Tier Authorities</strong>, i.e. Metropolitan Authorities, London Boroughs, and Unitary or Shire Authorities. These are business partners and part of a community engagement capability which benefit migrants.</td>
</tr>
<tr>
<td>------------</td>
<td>-------------------------------------------------------------------------------------------------</td>
<td>-----------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Health</td>
<td>The Department of Health and <strong>National Health Service</strong>.</td>
<td><strong>NHS England</strong>, NHS Health Scotland, NHS Wales, and for Northern Ireland, the Department of Health, Social Services and Public Safety. Administrative oversight is then carried out by 10 <strong>NHS Strategic Health Authorities</strong>.</td>
<td>While health is the ultimate responsibility of the <strong>NHS</strong> (see column to the left), in practice, migrants are expected to register with a local GP autonomously – this can be difficult for someone unfamiliar with the system. Availability is dependent on the number of health practices. The responsibility for regional co-ordination of resources and sourcing manpower for local practices lies with regional health authorities.</td>
</tr>
<tr>
<td>Civic participation &amp; cultural awareness</td>
<td><strong>The Department for Communities and Local Government</strong> has a stake in community cohesion though initiatives are mainly devised and planned and implemented at a local level.</td>
<td><strong>Regional councils</strong> of a varying make-up appear to secure funding for various initiatives and advise single tier and two-tier authorities.</td>
<td>Single tier authorities are responsible for social services, including for migrants.</td>
</tr>
</tbody>
</table>
5. Presentation of bottlenecks, solutions and good practice examples regarding impact of migration on LRAs

5.1. Bottlenecks

The AMICALL report states the UK is lacking a national strategy aimed at migrant integration, adding that LRAs identified the most effective initiatives as being ad hoc; response to, or pre-empting critical incidents or conditions. LRAs typically support migrants in language courses, in knowing their rights and responsibilities, as well as helping to find work and accommodation.

LRAs preferred face to face interaction over other means of communication, claiming it improved attitudes to migrants though as identified above, LRAs would also use posters or publish leaflets. The report also finds that mainly officers, rather than politicians, are the main impetus behind migrant integration schemes. The AMICALL research project highlights a number of case studies, across a variety of LRAs. In addition, CSES identified an example to be found in Northern Ireland, a devolved national administration, which supports an unconventional practice of migrant integration through the form of social theatre (Please see attached Case Study).

Recommendations from the Migrant Observatory and COMPAS (mipex.eu) indicate there is not a sufficient national strategy for integration – administrative responsibilities belong to the individual migrant, and schemes and strategies to further integration are dependent on the local council or borough. While they need funding from central UK Government, and the flexibility (non-interference) to enact it – clearly stated objectives for migrant integration are required.

5.2 Good Practices

The UK does not have a general integration programme for all recipients of international protection, however there are two on-going national schemes designed to benefit migrants and facilitate integration. These include the Gateway Protection Programme (GPP) and the Syrian Vulnerable Persons’ Resettlement (VPR). The GPP grants refugees 12 months of resettlement support including a caseworker and access to the benefits system, with the case workers providing advice and support and helping refugees access services such as healthcare, social welfare education and training. Gateway refugees are granted Indefinite Leave to Remain on arrival in the UK and have the right to take up employment in the UK.

This scheme takes on 750 participants annually, a small proportion of persons granted protection annually in the UK. The VPR scheme targets Syrians, again provided 12 months of resettlement support and a case worker. Those accepted onto the scheme have Leave to Remain for 5 years and have the right to take up employment in the UK.

Local Regional Authorities (either single tier or two tier authorities) devise and implement their own strategies for migrant integration. Migrant Integration schemes can receive funding from the UK Visas and Immigration department, Department for Business, Innovation and Skills (funding for adult learning) and the Department for Communities and Local Government (Some funding for community language learning).

For example, Chesterfield Borough Council previously published leaflets intended to dispel myths about Migrants, and Islington Council works in partnership with the Islington Forum and Refugee and Migrant Community Organisations across its borough. However, the AMICALL research project found that these experiences vary significantly across the UK,
particularly between the individual nations. This is due to differences in governance and differing political ideologies, demographics and local attitudes. Overall, many local regional authorities expressed doubts about the language of ‘integration’, preferring ‘equality’, ‘community cohesion’ or ‘social inclusion’ in some cases.

6. Comments

- The UK’s administrative responsibilities can be described as divided between Central Government and five different types of local authorities in England, which are further divided into single-tier and two-tier authorities. Single tier authorities are Metropolitan Authorities, London Boroughs and Unitary or Shire Authorities. Two tier authorities are comprised of a County Council, and a District Council. There were administrative regions but they were abolished in 2010 in the interest of empowering local authorities.100 There are some regional councils that advise central government on member interests and help secure funding for their respective councils.101

- After mainstreaming the procedures of the Ethnic Minority Achievement Grant, schools are no longer required to spend and report on the needs of bilingual and underachieving ethnic minority pupils. Additional fees and obstacles emerge for UK-schooled non-EU-citizen pupils pursuing vocational or higher education.

- The UK ranks 15 out of 38 Member States on the Migrant Integration Policy Index, scoring highly for healthcare and anti-discrimination laws.

7. References / Literature used

- Housing
  http://www.mipex.eu/united-kingdom/#/tab-permanent-residence
  http://www.migrationobservatory.ox.ac.uk/policy-primers/integration
  https://www.foe.co.uk/sites/default/files/downloads/local_authorities.pdf

- Professional training and Education
  http://www.mipex.eu/united-kingdom/#/tab-permanent-residence
  https://www.foe.co.uk/sites/default/files/downloads/local_authorities.pdf

- Language Skills
  http://www.mipex.eu/united-kingdom/#/tab-permanent-residence

- Employment
  http://www.mipex.eu/united-kingdom/#/tab-permanent-residence
  https://www.foe.co.uk/sites/default/files/downloads/local_authorities.pdf

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  http://www.nhs.uk/NHSEngland/thenhs/about/Pages/nhsstructure.aspx
  http://www.healthscotland.com/about/whoweare/index.aspx

- Civic Participation & Cultural Awareness

99 https://www.foe.co.uk/sites/default/files/downloads/local_authorities.pdf
- AMICALL Country Research Report, United Kingdom: https://www.compas.ox.ac.uk/media/PR-2012-AMICALL_UK_Research.pdf
  Ad Hoc Query on Integration Programmes for Beneficiaries of International Protection, European Migration Network, 01 FEB 16
3. Case studies

This section presents eight case studies (one for each of the Member States covered in Part 1) illustrating bottlenecks with regard to integration policies and good practices overcoming them.

The case studies were selected through the research carried out for Part 1 of the study. They cover the six different key areas of integration identified for this study. The aim of the case studies is to demonstrate good practices of a specific country, in particular by pointing out how bottlenecks were overcome by measures. Lessons learned are drawn out in order to demonstrate how good practice could be replicated in other Member States. The table below provides an overview of the case studies and the areas of integration they cover:

Table 2 – Case studies overview

<table>
<thead>
<tr>
<th>Member State</th>
<th>Area(s) of integration covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>Belgium</td>
<td>Employment</td>
</tr>
<tr>
<td>France</td>
<td>Professional education/training; Employment</td>
</tr>
<tr>
<td>Germany</td>
<td>Civil &amp; cultural awareness; Employment</td>
</tr>
<tr>
<td>Greece</td>
<td>Housing; Health</td>
</tr>
<tr>
<td>Hungary</td>
<td>Employment; Civic &amp; cultural awareness; Language skills</td>
</tr>
<tr>
<td>Poland</td>
<td>Overall</td>
</tr>
<tr>
<td>Sweden</td>
<td>Language skills</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>Civic participation &amp; cultural awareness</td>
</tr>
</tbody>
</table>

3.1. Belgium

<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
<th>Organiser/initiator</th>
<th>Start</th>
<th>Finish</th>
<th>Area of integration</th>
</tr>
</thead>
<tbody>
<tr>
<td>DUO for JOB Association and the first Social Impact Bond (SIB) in Belgium</td>
<td>Belgium</td>
<td>Social Impact Bond established by Actiris, the Brussels employment agency with intermediary Kois Invest and NGO Duo for Job.</td>
<td>Duo for Job started in 2003 and the SIB was initiated in 2014</td>
<td>2017</td>
<td>Employment</td>
</tr>
</tbody>
</table>

Description of measure

Migrants, including beneficiaries of international protection, face a number of barriers to productive employment in Brussels. Apart from potential educational and linguistic obstacles, one challenge relates to the lack of access to employment networks which would allow migrants to connect with professionals in their field. DUO for JOB seeks to overcome this challenge and increase the immersion of migrants in the local culture by matching them with experienced local retirees.\(^{102}\) The first Belgian Social Impact Bond (SIB) was launched in April 2014.

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102 Brussels: Migrant Unemployment, Center for Social Impact Bonds, Available at https://data.gov.uk/sib_knowledge_box/brussels-migrant-unemployment
based on DUO for JOB’s successful programme and aims to reduce unemployment among young migrants in Brussels. This SIB is a partnership between:

- Actiris, the Brussels employment agency
- Duo for a Job, a non-profit organisation
- Kois Invest, an intermediary that secured investors

Duo for a Job matches migrant job seekers aged between 18-30 years and registered at Actiris with experienced local retirees for 6 months to help connect them with local networks and suitable employers. Actiris will pay back investors their principal, plus a return if pre-established objectives are met.

The main objectives of the project are:

- Foster the employment of young people from immigrant backgrounds in Brussels,
- Recreate social ties and local solidarity;
- Foster intergenerational and intercultural encounters; and
- Encourage active ageing through volunteer involvement of older people in the effort to youth employment.

Thus, the project intends to not only benefit migrants but society at large. By performing its mission, DUO for a JOB aims at “reducing inequities in accessing the labour market, valuing seniors, reinforcing ethnic diversity, encouraging intergenerational actions, and finally combating stereotypes and xenophobia by recreating social bonds”.

This SIB aims to work with 180 migrants over three years. In total, it is estimated that there are 6,200 Brussels residents who fit the criteria for selection. As the SIB will only work with about 3% of these there is considerable scope for expansion of the project if successful.

The outcomes of the SIB are measured by the employment rates of the participants. Investors could realise up to a 6% return depending on how many participants obtain employment, but investors stand to lose their money should the participants’ employment rate not increase faster than the control group. The project aims for at least 35% of the cohort to find employment.

Several private investors have invested a total of EUR 234,000 in the SIB to fund the delivery of the programme. Kois Invest plays the role of the intermediary for the SIB.

After a period of two years, an independent evaluator will assess the success of the project. Depending on the success of the programme, several private investors have invested a total of EUR 234,000 in the SIB to fund the delivery of the programme. Kois Invest plays the role of the intermediary for the SIB.

After a period of two years, an independent evaluator will assess the success of the project. Depending on the success of the programme.
<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
<th>Organiser/initiator</th>
<th>Start</th>
<th>Finish</th>
<th>Area of integration</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>investors will be reimbursed (or not) by Actiris and will receive a financial return that varies according to the performance of the programme. If improvement in reemployment rate (in comparison to control group) is between 0% and 10%, payment gradually increases from 0% to 100% of investment principal. If improvement is beyond 10%, investors earn incrementally higher interest, up to 6%. It is estimated that the state saves EUR 35,000 per employment reinsertion. Should a third of the participants find employment, the state could realise savings of around EUR 2 m, a figure eight times higher than the initial cost of the intervention. Hence at all levels of social performance, the amount paid back by Actiris to the investors is only a marginal proportion of tax-payer money savings generated by the programme in terms of reduced unemployment benefits and increased tax revenues. 104</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Bottlenecks and Good Practice</td>
<td></td>
<td>The intervention has been drawn up in response to a range of bottlenecks with regard to migrant integration in the Brussels region:</td>
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<tr>
<td></td>
<td></td>
<td>• <strong>Youth unemployment:</strong> more than a third of young people are unemployed in Brussels: compared to other parts of the country, Brussels knows the highest level of unemployment under 25 (36.4% against 15.7% for the Flemish Region and 30.5% for the Walloon Region, 22.4% in Belgium). The employment rate of young people of immigrant background is only 40.1%.</td>
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<td></td>
<td></td>
<td>• <strong>Low labour market participation of 50+ citizens:</strong> the participation rate for those aged 55-64 in Belgium is the lowest in Europe (41%). However, 70% of seniors want to engage in voluntary action. Hence the idea to put these two populations in contact in order to exchange experience and an enriching human experience. 105</td>
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<tr>
<td></td>
<td></td>
<td>• <strong>Mentoring projects are relatively underdeveloped</strong> in Brussels compared to other regions in France, the UK, Northern Europe, the US, and Canada. 106</td>
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<tr>
<td></td>
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<td>From 2003-2012, 122 mentors were trained in coaching and 163 pairs were created. The first results are promising:</td>
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<tr>
<td></td>
<td></td>
<td>• 40% of young participants found jobs within six months,</td>
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<tr>
<td></td>
<td></td>
<td>• 35% of participants started an internship or training and the remaining</td>
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<tr>
<td></td>
<td></td>
<td>• 25% of participants reported feeling more autonomous, better informed, more confident and independent.</td>
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<tr>
<td></td>
<td></td>
<td>The evaluation also revealed that 98% of mentors started a new</td>
<td></td>
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</tr>
</tbody>
</table>

104 Emily Gustafsson-Wright, Sophie Gardiner and Vidya Putch, 2015, The potential and limitations of impact bonds: Lessons from the first five years of experience worldwide.
105 European Web Site on Integration - European Commission, 2013, Case Study Duo for a Job.
mentorship and maintained connections with previous mentees.

<table>
<thead>
<tr>
<th>Lessons Learned</th>
</tr>
</thead>
</table>
| The success of the Duo project led it to be used as a basis for a SIB. Challenges identified in the programme include:
- Low levels of understanding of mentoring in Belgium
- Persistent ethno-stratification of the labour market
- Difficulties in recruiting mentors which is time consuming and makes "scaling up" challenging.

The project team note that in order to replicate the project in other places, the project must be tailored to the respective target audiences and environment. It is also important that the project is implemented by organisations and individuals with large networks because it facilitates the recruitment of mentors.

The introduction of this SIB was challenging in that it demanded leaders of the public and social sectors in Belgium to develop the conviction, courage and skills to launch this kind of innovative financing mechanism. It also required investors willing to take risks. The NGO also faced reputation risks in implementing the project.

It should also be noted that SIBs are only suitable for use in projects that can be evaluated using quantitative indicators and may thus not be suitable for every social problem. However, the SIB described here appears to demonstrate an effective way to reduce financial risks for public actors to test innovative approaches and to unleash the potential of social entrepreneurship.107

In sum, this case study provides an example of how LRAs may support projects or good practices using innovative financial mechanisms.

<table>
<thead>
<tr>
<th>Contact Details</th>
</tr>
</thead>
</table>
| • Duo for Job: info@duoforajob.be or http://www.duoforajob.be
• Kois Invest: francois@koisinvest.com or http://www.koisinvest.com/
• Actiris: http://www.actiris.be

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3.2. France

<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
<th>Organiser/initiator</th>
<th>Start</th>
<th>Finish</th>
<th>Area of integration</th>
</tr>
</thead>
<tbody>
<tr>
<td>HR Mozaïk</td>
<td>France</td>
<td>HR Mozaïk is a social enterprise and receives funding from local and central authorities</td>
<td>2007</td>
<td>Open-ended</td>
<td>Professional education/trainin g; Employment</td>
</tr>
</tbody>
</table>

**Description of measure**

In France, immigrants are more likely to be unemployed or in low-skilled work than nationals. As indicated in the French country section of Part 2, migrants face a number of challenges to entering and advancing in the French labour market, related to discrimination, foreign qualification recognition, and limited professional networks for immigrants.

France has adopted an assimilation model\(^\text{108}\) for integration of immigrants. As a consequence, no data is collected on ethnic origin making it difficult to devise policies and interventions targeting specifically the young, unemployed, and immigrant population. However, Mozaïk HR implements their programmes in disadvantaged neighbourhoods with the aim to *de facto* support the immigrant, unemployed youth.\(^\text{109}\)

Recognising that immigrants and people from low income neighbourhoods are actively discriminated against when applying for jobs because of their social or cultural background, Mozaïk connects unemployed young people from low-income/immigrant communities with partner companies to create job opportunities.

Mozaïk maintains a database of 75,000 potential candidates for employers. Campus Mozaïk HR offers candidates a complete course of preparation for job search, combining group workshops, individual coaching, media training with professional communication and human resources.\(^\text{110}\)

Companies receive support before, during and after the recruitment process in order to build capacity for diversity management. This suite of services to employers includes training, action plan and policy development and day-to-day support of diversity-related HR needs.\(^\text{111}\)

Local governments and central authorities in Paris and Lyon have worked closely with Mozaïk and raised funds for these programmes supporting young unemployed migrants.\(^\text{112}\)

Mozaïk HR is built around a social entrepreneurship concept providing it with a solid cash flow.

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\(^{108}\) See CSES report “Study on Practices of Integration of Third-Country Nationals at Local and Regional Level in the European Union”.


\(^{112}\) See Dublet report.
**Objectives**

To facilitate the recruitment of young people from underprivileged areas, **Mozaïk HR** works with the central government, its agencies, local authorities, universities and partner associations. Their objectives include:

1. Promoting the integration into the workplace of graduates from low-income neighbourhoods and equal opportunity;
2. Working with companies to help them change the way they view these young people and broaden their recruitment scope; and
3. Providing candidates with support via workshops and coaching, when they have lost their self-confidence or do not have any access to the information they need in order to secure the best opportunities in the jobs market. Mozaïk also tries to convince candidates that opportunities are everywhere, in every firm and every region.\(^\text{113}\)

**Budget**

70% of the budget comes from private funds and 30% comes from public subsidies.

Of the 30% Mozaïk receives funding and support from various local authorities where they work\(^\text{114}\) as well as funding and support from the central government\(^\text{115}\).

In 2013 the project budget amounted to EUR 1,555,134.\(^\text{116}\)

**Bottlenecks and Good Practice**

Young people from low-income neighbourhoods who are most often migrants take up to 18 months longer than the national average to find a job, and when they do, it is often well below the level of their abilities. Research indicates that their applications are rejected nearly 80% of the time and that the jobs they have access to are well below the level for which they are qualified.\(^\text{117}\) **Mozaïk HR** has reduced the time of unemployment of the candidates from these underprivileged areas from 18 months to 6 months.\(^\text{118}\)

The strategy of Mozaïk has been identified as a good practice in itself because it supports the employment of young graduates from socially disadvantaged areas and it promotes diversity on the basis of social and ethnic origin within companies. In the long-term, it is hoped that this strategy will mainstream diversity recruitment policies in the partner companies, making it unnecessary for Mozaïk to maintain its support and freeing up resources to expand the scheme to more companies.\(^\text{119}\)

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\(^{113}\) Gabriel Lenot, 2013 A Bridge-Builder: Bridge between low-income graduates and the corporate sector.

\(^{114}\) Namely the Ile-de-France, the General Council of Seine-Saint-Denis, The prefecture of Seine-Saint-Denis, Mayor of Paris, Cité des Métiers, the General Council of Hauts-de-Seine, Department of Val d'Oise, Chiba Prefecture of Puy-de-Dôme, the Days of Equality de France the Island Region, the General Council Seine-et-Marne, Community Terres de France, Conseil Régional Rhône-Alpes, General Council of Val-de-Marne, Direccte Rhône-Alpes, Direccte Auvergne, Prefecture of Ile-de-France, ESF Rhône-Alpes, City of Sarcelles.

\(^{115}\) Namely Ministry of Youth, Ministry of Economy and Finance, LADOM, Acsé, ITC, Ministry of Women's Rights, FSCA and CTSE.

\(^{116}\) \url{http://www.mozaikrh.com/pdf/Rapport_activit%C3%A9_2013.pdf}

\(^{117}\) \url{http://citiesofmigration.ca/good_idea/closing-the-opportunity-gap/#sthash.tGsZ4L48.dpuf}

\(^{118}\) \url{http://citiesofmigration.ca/good_idea/closing-the-opportunity-gap/#sthash.tGsZ4L48.dpuf}

\(^{119}\) ENAR Shadow Report, 2013 Racism and related discriminatory practices in employment in France.
Mozaïk has also developed an innovative process of impact assessment by using a “Return on social investment” measure (SROI). Hence they consider the social and economic value created by each euro invested. This method quantifies the non-monetary benefits resulting to stakeholders of the association (for example, public institutions and universities) and, more broadly, those that benefit all of society.

**Mozaïk reports that in the last 8 years they have assisted** 11,000 candidates, facilitated **10,000 interviews and placed** 3,000 candidates in on qualified jobs, internships and graduation.

Mozaïk reports the following lessons learned:

- Consider and approach diversity and the recruitment of young people from immigrant populations as an opportunity where skill and talent are hidden. A fresh perspective and approach can bring innovation, hope and positive impact.

- Services to marginalized groups need to work equally with mainstream populations and institutions to eradicate artificial barriers to employment.

- Social entrepreneurship needs a long-term view. While good ideas may have immediate impact, scaling it up requires strategic partnerships and community investments.

- Working with marginalized groups means believing in them and providing them with the supports and opportunities necessary for them to succeed and demonstrate their talents, free of bias.\(^{120}\)

These lessons learned might assist LRA looking to support programmes aimed at promoting employment and the economic inclusion of beneficiaries of international protection through training of candidates and supporting companies that might employ them.

The Mozaïk Foundation has set a goal to open 10 branches in different regions of France and support local partners by sharing the expertise of Mozaïk recruitment of less privileged territories graduates. This regional deployment will enable the recruitment of 5,000 additional young people per year.xOn a more general note, this case study indicates that even where an assimilation-based integration approach may make it more difficult to devise support measures specifically targeting migrants or beneficiaries of international protection, interventions might still be targeted at disadvantaged geographical areas.

**Contact Details**

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01 80 05 96 40 or 06 52 93 44 13
Website: [http://www.moaikrh.com/](http://www.moaikrh.com/)

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\(^{120}\) [http://citiesofmigration.ca/good_idea/closing-the-opportunity-gap/#sthash.tGsZ4L48.dpuf](http://citiesofmigration.ca/good_idea/closing-the-opportunity-gap/#sthash.tGsZ4L48.dpuf)
### 3.3. Germany

<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
<th>Organiser/initiator</th>
<th>Start</th>
<th>Finish</th>
<th>Type of measure</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Qualification and integration measures funded by the ESF</strong></td>
<td>Germany</td>
<td>Federal state Saxony Anhalt (Ministry of Interior), using ESF funds</td>
<td>On-going</td>
<td></td>
<td>Civil &amp; cultural awareness; Employment</td>
</tr>
</tbody>
</table>

**Description**

The state of Saxony Anhalt uses ESF (and AMIF) funds in order to finance measures in the state fostering a ‘welcome culture’ for refugees and to facilitate the integration into the labour market for those who have chances of staying in the region in the long term. The regional authorities act as an intermediary disbursing ESF funds to local applicants, including NGOs and municipalities. Apart from this, ESF-funded qualification measures in the region are also open to beneficiaries of international protection.

**Objectives**

In the funding period 2013/14, the measures explicitly targeting refugee integration aimed to:

- Improve the basic education of migrants in order to reduce the share of those functionally illiterate;
- Establishing a welcome culture for migrants by improving service orientation and intercultural awareness in public offices/services;
- Facilitate access to and success in integration courses;
- Foster interaction between migrants and local population to increase acceptance

The wider qualification measures pursue a range of goals:

- Projects those focusing on social work in schools aim to prevent failure in schools;
- Facilitating the transition from school to vocational training;
- Better orientation in terms of job opportunities available;
- Promoting self-employment
- Facilitating access to higher education
- Supporting firms in adapting to demographic change, including by becoming more attractive for foreign workers and introducing diversity management systems

**Budget**

A unit is placed at the regional Ministry of Finance to coordinate the use of EU structural and other funds by other ministries and departments.

**Bottlenecks and Good Practice**

The Ministry of Finance has the role of overall coordination of the usage of EU funds whereas the Ministry of Interior has experience in using AMIF funds since it was involved in the negotiations on its legal basis. Bottlenecks arise from the fact that Saxony Anhalt has relatively scarce financial resources and tax revenues and thus relies on additional EU funding to finance integration measures. Additional human resources are needed to administer the application procedures for EU funds which are perceived to be overly complex, limiting their potential to deal with short-term policy challenges such as the sudden influx of a large number of refugees.
of asylum seekers. As an example of administrative burden, the regional authorities quote the requirement under the ESF to collect personal data on participants of courses funded through the programme which collides with data protection rules in Germany.

**Lessons Learned**
The success and relevance of measures (and of funds supporting them) depends on the quality and focus of applications the state receives from project promoters.

Involving regional authorities in the design and future development of EU funds may increase their relevance to LRAs in Europe.

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Tel.: +49 30 24345823
Ruth.Stoertenbecker@lv.stk.sachsen-anhalt.de
### 3.4. Greece

<table>
<thead>
<tr>
<th>Case</th>
<th>Country</th>
<th>Responsible Authorities</th>
<th>Start</th>
<th>Finish</th>
<th>Type of Case Study</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lesvos Migration Bottleneck</td>
<td>Greece (Lesvos Island)</td>
<td>Municipality of Lesvos</td>
<td>July 2015</td>
<td>on-going</td>
<td>Housing; Health</td>
</tr>
</tbody>
</table>

**Introduction and context**

In June 2015, record numbers of refugees were arriving in rubber dinghies and wooden boats on Lesvos. Daily, around 600 refugees were arriving, mainly from Syria, Afghanistan and Iraq. In January, 2015, there were 737 arrivals. In February, there were 1002; to 3,348 in March, and over 7,200 in May. Immigrants do so because of the reachable distance to Turkey, and once arrivals are screened, identified and registered, they leave for the Greek mainland. By journeying to Lesbos immigrants are granted access across the Aegean Sea with decreased risk. The influx of refugees caused a straining on the island’s capacity, services and resources, notably the housing reception measures.121

**Bottlenecks**

Lesvos made international headlines in June 2015 for the sheer number of arrivals of asylum-seekers and immigrants, a result of the on-going Syrian crisis and stability of the region.122 Due to the geography and proximity of Lesvos to mainland Turkey, Lesvos became a primary access point into the European Union.123 On 24 February 2016, the UNHCR warned there was a crisis situation caused by migrants heading for mainland Europe who instead ended up stranded in Lesvos, Greece.124 This bottleneck has occurred partly due to an increase in the number of migrants arriving in Greece, but mainly due to movement restrictions imposed by other European countries. This geographical bottleneck further strained administrative resources in Lesvos. The migrants were being housed in tents on an abandoned race track and in the island’s only detention facility125, Spyros Galinos, the mayor of Lesvos, described how he might “create a centre for 400 people, and then

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700 arrive in one day.” A Coast Guard Lt. Cmdr stated it was a 620 % increase on arrivals from the previous year. In October 2015, it was reported the number of arrivals increased to up to 7,000 daily. The resulting increased demand for short-term housing is an issue that LRAs face in other European countries with a surge in incoming refugees as well, such as in Germany and Sweden, for example. There was also a need for providing access to health and other services, with NGOs often stepping in to provide such services in absence of a more comprehensive state response.

A fiscal difficulty was identified as the mayor claimed he was not receiving any financial support from European Union. The mayor has written to EU leaders for an immediate solution and his proposals included more registration centres and humanitarian aid on Lesvos and a safe and legal direct entry of refugees into Europe from Turkey and the Middle East. This comes as a result of several well documented drownings and the risk posed to immigrants crossing the Aegean Sea in makeshift crafts or ill-equipped boats.

Despite the above-described difficulties, the mayor has applied for the award of cultural capital of Europe, 2016. In so doing, the mayor demonstrates a long-term commitment to EU values of migrant integration, despite the short-term impact of the refugee crisis. Migrant integration schemes cannot take precedence in Lesvos due to immigrants treating it as an interim solution and access point to Europe. Refugees are expected in any case to be re-located, if their application is successful, and the immediate concerns are housing and healthcare.

Lessons Learned

Short-term impact of the influx of asylum-seekers and refugees and the requirements of health-care and housing delay or undermine long term migrant integration schemes or capabilities.

Although NGOs and UNHCR’s continued co-operation has helped deal with the crisis in Lesvos, a wider EU contingency plan could have effected a more capable response but this appears to be due to lack of political will of member states.

The bottleneck is geographical, fiscal and administrative. Geography cannot be helped if Balkan states restrict movement of migrants, instead, administrative and fiscal support should be supplied to island LRAs like the municipality of Lesvos as part of a contingency budget or action plan.

Contact details

http://en.mytilene.gr/

127 “Every day in Lesbos, it’s like a new village is born.’ Mayor warns that Greek island has been overwhelmed with migrants as hundreds arrive by boat each night and can no longer cope”, Daily Mail, available at http://www.dailymail.co.uk/news/article-3131377/Every-day-Lesbos-like-new-village-born-Mayor-warns-Greek-island-overwhelmed-migrants-hundreds-arrive-boat-night-no-longer-cope.html (Accessed 08 MAR 16).


129 Id.

130 Id.
### 3.5. Hungary

<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
<th>Organiser/initiator</th>
<th>Start</th>
<th>Finish</th>
<th>Area of integration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Network Integration Programme&lt;sup&gt;131&lt;/sup&gt;</td>
<td>Hungary</td>
<td>Artemisszio Foundation</td>
<td>2013</td>
<td>2014</td>
<td>Employment; Civic &amp; cultural awareness; Language skills</td>
</tr>
</tbody>
</table>

**Description of measure**

The **Artemisszio Foundation** launched its programme in 2013 with the aim of supporting the integration of third-country nationals residing in Hungary. Main elements of the programme were: deepening attachment to the Hungarian society; developing social capital through personal guidance; Hungarian language tutoring; and regular community events. Competencies and personal aims were assessed by in-depth interviews. Access to the labour market was supported through personal consultancy, skills development training, internships and learning activities. Legal and psychological consultancy was available on demand.

Training for migrants included sessions on employment access theory on labour market trends and means of gaining employment as a migrant, on the functioning of the labour market, on various work situations typical for Hungary, and job interview preparation including help with submitting an application and motivational letter. Further support was provided by Menedek – the Hungarian Association for Migrants – which ran two services within the project, providing social workers, personal counselling and labour market counselling.

Participating in the project activities was very demanding for the beneficiaries as they had to work or study at the same time. In order to accommodate different situations, the project put a special emphasis on individual support and planning as well as a great deal of flexibility was ensured.

The programme was further developed and renewed in 2014.

**Objectives**

The aim was to increase social and labour market integration through various services and by developing skills that can contribute to the rise of the level of integration. One aim was for migrants to feel safe and at home as Hungarians by the end of the programme. The project services are intended to enhance the potential of third country nationals to find employment in a position more in line with their skills and career aspirations.

**Budget**

The project was supported by the national allocation of the European Integration Fund. Funding was provided from the 2012 national allocation of European Integration Fund (75%) and the Ministry of the Interior (25%).

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Labour market integration of third country nationals in Hungary is often hindered by the lack of accessible social networks, as well as difficulties with assessing their skills and competences in view of the demands of local labour markets.

The project aimed at offering a versatile tool for overcoming these difficulties.

Good practice lies in the flexible implementation of the programme including individual support, but this means that the success is only replicable if substantial human resources are deployed.

The programme shows good practice in three areas of integration:

Firstly, the programme furthers the cultural and civic integration of migrants. This included a mentoring programme and language classes partnering Hungarian volunteers with migrants on a 1on1 basis. The volunteers were trained before interacting with the migrants. The programme expected volunteers to support the migrants for three months. The mentors are the first local interaction that these migrants would experience. The Artemisszio Foundation then monitored and watched the process to ensure its success. To further help with social integration there were groups of migrants and Hungarians set up to participate in social activities every second or third week of the month. Again, there was monitoring from the Foundation to help with the process.

Secondly, the Hungarian language classes involved help from volunteers. Volunteers are trained about inter-culturalism and how to teach Hungarian to foreigners (to what professional standard is unclear). Classes are organized with around 4 people in each class and the group met once a week.

Thirdly, the programme furthered labour market integration. There was an Internship programme which tried to connect migrants with local organisations and companies. The migrants were employed for one to three months in a position matching their interests. The organisation was supposed to act as a mentor and help make the migrant feel welcome. The programme helped migrants understand Hungarian work culture.

The chosen group of migrants were very mixed in their social and cultural backgrounds. For this reason, some in the group were not in possession of a high school diploma. In a partnership with a school, Artemisszio helped to connect migrants to a schooling programme that would help them receive a high school diploma.

Another feature of the measure worth mentioning is the Digital Empowerment Tool. It is a claimed specialty of the Foundation. It is a competency mapping tool with a personal counselling method in which the client and the expert meet 4-5 times with the help of a computer and the program. It mapped the competencies and skills of the migrant to help them show connections between their skills and what they can do with them. This helped migrants to realize what they are capable of socially.
and professionally in ways they might not have realized previously.

Lessons Learned

There were 35 individuals who participated in and successfully concluded the programme in 2013 in Budapest. There were 13 organizations that worked with the internship programme. They included NGOs, Central European University, hospitals and pre-schools. There were three cases in which migrants were hired after conclusion of an internship. One individual attempted to receive his diploma but could not finish the programme because of his legal status and financial situation. The mentoring programme was especially important because when one volunteer is helping another a more confident relation between the pair occurs. This was deemed a success by the European Commission in a review.132

An evaluation was due to occur at the end of the programme in which the programme’s success would have been determined. However, this was not taken up due to limited resources.

The project was considered successful by the EIF Responsible Authority, as well as by the organisations and people involved. As a result, there was a successor project launched in 2014, seen here, that further developed the methodology based on the results and lessons learned of the Work Place Programme.

Although more data is available on the 2013 programme, it was developed in 2014 in a similar operational capacity, with the notable addition of the production of a story book being published with stories selected by migrants. The 2013 programme is nevertheless a good example of a dynamic and effective integration model.

Contact Details

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http://artemisszio.blog.hu/2014/08/06/migracio_az_artemisszio_alapitvanyban

### 3.6. Poland

<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
<th>Organiser/initiator</th>
<th>Start</th>
<th>Finish</th>
<th>Type of project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foreigners’ Forum - Forum Cudzoziemców</td>
<td>Poland</td>
<td>Mazowieckie Province Governor's Office - Mazowiecki Urząd Wojewódzki</td>
<td>March 2008</td>
<td>on-going</td>
<td>Political/legal</td>
</tr>
</tbody>
</table>

**Context**

Poland experiences relatively low levels of permanent migration, and interest in integration appears to be rather low, both from Government which treats it as not an urgent issue and immigrants themselves that see Poland as an ‘interim solution’, and as such avoid ‘unnecessary investments’ such as learning the Polish language. At the same time, the concentration of third country citizens in the Mazovia Region is uniquely high for Poland. The implemented solutions are primarily used by foreign nationals by way of legalizing their stay and obtain work within the Mazovian Voivodship.

**Description of Measure**

The Mazovian Voivode, also taking into consideration the fact that the administration of approximately 60% of all cases in the country concentrates in Mazovia, considered the improvement of the service quality for foreign nationals as a priority task for 2008. It was agreed that one of the instruments aimed at improving the handling of foreign nationals’ cases involves establishing systematic co-operation with non-governmental organisations and representatives of migrant communities. This was linked to a general policy of Voivode cooperation with NGOs. The organisations involved in supporting third country citizens and the representatives themselves of those communities in fact have the best knowledge relating to their needs and expectations, and also the most common problems faced by foreign nationals in Poland, including contacts with the government administration.

**Objectives**

The Foreigners’ Forum has been created in response to the need of a dialogue between representatives of governmental institutions and non-governmental sector. It ensures exchange of opinions and cooperation between the Mazovian Voivodship Office and NGOs. The Masovian Voivode hence introduced a programme of cooperation with NGOs as the first in the country.

Initially, it worked as a “crisis management team”. The priority of the Forum was the improvement of customer service in the Department of Foreigners of the Mazovian Voivodship Office. Subsequently it developed to become a platform of exchange of opinions and information, partnership and cooperation.

Target group comprises foreign nationals from the EU and from over 120 countries outside the EU, as well as Polish citizens employing foreign nationals (employers) and Polish citizens inviting foreign nationals for a

tourist visit to Poland. The main countries of origin are: Ukraine and Vietnam, followed by Belarus, Russia, China and India.

The formula for co-operation was developed in the course of a series of working meetings of representatives of the government administration and NGOs. The meetings had the nature of workshops, during which there were defined the customer needs, areas particularly sensitive in terms of customer satisfaction as well as organisational, financial and legal restrictions on the part of the government side. The result of the meetings referred to above were schedules of activities specifying the responsible persons and task completion deadlines.

First meetings of the Foreigners’ Forum had the character of crisis team meetings and sought to develop remedial solutions. At the beginning the group of representatives of non-governmental organisations and migrant communities was limited as well. Stabilizing the formula of co-operation was accompanied by the joint determination of provisions of the official document: “The programme of co-operation of the Mazovian Voivode with non-governmental organisations”.

The service area of foreigners within Mazovia was diagnosed at the end of 2007 under the monitoring of the implementation of the tasks of the Mazovian Voivode as deficient. The customer service was assessed to be very low (a high number of complaints submitted to the Office), the size of the backlog in cases being processed reached the level of several thousands.

The Mazovian Voivode, also taking into consideration the fact that the administration of approx. 60% of all cases in the country concentrates in Mazovia, considered the improvement of the service quality for foreign nationals as a priority task for 2008. It was agreed that one of the instruments aimed at improving the handling of foreign nationals’ cases will involve establishing systematic co-operation with non-governmental organisations and representatives of migrant communities.

This was linked to general policy of Voivode cooperation with NGOs. The organisations involved in supporting third country citizens and the representatives themselves of those communities in fact have the best knowledge relating to their needs and expectations, and also the most common problems faced by foreign nationals in Poland, including contacts with the government administration.

**Budget**

Funding comes from the Mazowieckie Province Governor's Office. There were no additional costs required.

**Best Practice**

At present, the service provided to customers is more adapted to their needs and thus more effective. Access to information on pending procedures has considerably increased owing to the setting up in a branch of the Department of a separate position providing legal assistance that is managed by a non-governmental organisation as well as the expanding the office information, and also due to the regular publishing of
Lessons Learned

During its years of functioning, the Foreigners’ Forum has been transformed from a crisis management team to a platform for permanent co-operation and exchange of information as well as experiences. The group of non-governmental organisations and representatives of migrant communities taking part in the meetings, and also participating within the framework of day-to-day co-operation, has also expanded considerably. In 2014, a range of NGOs participated in the forum, along with Parliamentary Committee on National and Ethnic Minorities, and the Office of the Ombudsman.

The Foreigners’ Forum may serve as a good example of effective cooperation between non-governmental and governmental institutions at the local level in Poland. According to the Representative of the President of Warsaw City for Cooperation with Non-Governmental Organisations, in 2009 the Foreigners' Forum was the best performing...
<table>
<thead>
<tr>
<th>Project title</th>
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<th>Type of project</th>
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<tr>
<td>forum at the Mazowieckie Province Governor's Office (it was the most active and effective).</td>
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</table>

**Contact details**

Izabela Szewczyk – Director, Department of Foreigners (Dyrektor Wydział Spraw Cudzoziemców); [iszewczyk@mazowieckie.pl](mailto:iszewczyk@mazowieckie.pl)
### 3.7. Sweden

<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
<th>Organiser/initiator</th>
<th>Start</th>
<th>Finish</th>
<th>Area of integration</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Swedish for Immigrants</strong></td>
<td>Sweden</td>
<td>SE Government</td>
<td>2016</td>
<td>2017</td>
<td>Language skills</td>
</tr>
</tbody>
</table>

**Description of measure**

*Swedish for Immigrants* is the name of a language course providing basic knowledge of the Swedish language as well as an introduction to Swedish society. Swedish for Immigrants is a national strategic project, paid for by local municipalities with administrative oversight from regional authorities but delivered by universities or colleges. The *Swedish for Immigrants* (Kurs D) test is equivalent to stage B1 (Independent Speaker: Threshold or pre-intermediate) in the Common European Reference Network.

Language training is considered invaluable for immigrants trying to access the labour market, and facilitates essential understanding of culture of the host country.

**Objectives**

The primary purpose of the measure is to provide adult immigrants with basic knowledge of Swedish language and society, thereby helping them find employment. The SFI course is therefore focused on proficiency in Swedish for occupational purposes and can be combined with work experience. This vocational training is dependent on trade and the course offered by the municipality. The courses run over a length of between 18 and 36 months. (OECD Education Review).

**Budget**

Swedish for Immigrant programmes currently enlist 100,000 people annually. Budgets are determined locally by the responsible municipalities though the overall national strategy is determined by central government.

**Good Practice / Bottleneck**

In part due to the crisis in the Middle East, immigration to Sweden increased to 126,000 per annum in 2014 and is thought to be high in 2015 and 2016. According to national experts, the Migration Agency has a timeline of 2 years to process and review applications. Swedish for Immigrants is not available to asylum seekers, despite this time frame. Rather, these can attend separate, specifically tailored language courses. However, the actual availability of alternative courses for asylum seekers depends on the capacity in municipalities, since short-term needs such as housing, educating and caring for minors at present are the most

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<th>Project title</th>
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<th>Area of integration</th>
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| immediate concerns for local authorities and are prioritised over language courses.  
In the long-term, SFI and similar initiatives may come under pressure as the increased number of migrants induces governments to reallocated dedicated funding, potentially undermining migrants’ prospects on the labour market.  
Overall, the SFI can be considered a good practice example since it represents a nation-wide coordinated effort to improve migrants’ prospects on the labour market, which in turn can be considered essential to overall integration of migrants into society. At the same time, there is a bottleneck related to the lack of teachers accredited to teach the SFI programme. This is a nation-wide problem, and related to the fact that language course providers have to compete with schools for a limited number of teachers available. This has been a national issue since the 1990s, and is now exacerbated by the recent influx of asylum seekers. |  |  |  | |

Lessons Learned

A key lesson learned from this measure is that in order to ensure the long-term success of initiatives aimed at improving migrants’ language skills and job prospects, authorities have to make sure that long-term financing of such measures is guaranteed. If, on the other hand, the availability of financial and human resources (teachers) for such measures remains uncertain, their impact is undermined.

Sweden is the highest ranked country for labour market mobility by the Migrant Integration Policy Index, attesting to the benefits of measures aimed at improving migrants’ suitability for the labour market. Similar measures can be implemented in other countries. In Germany, for instance, there is a programme funded at national level of language courses focusing on language needed in a professional environment solely targeting beneficiaries of international protection (as opposed to asylum seekers), not too dissimilar to the Swedish measure described here.

The AMIF fund was only recently instigated at a national level (January 2016), and it is likely that LRAs will value administrative assistance, either from the national government or EU level in applying for funds in order to alleviate the stress on existing migrant integration programmes such as Swedish for Immigrants.

Contact Details

<table>
<thead>
<tr>
<th><a href="mailto:Info.SFCSFI@stockholm.se">Info.SFCSFI@stockholm.se</a></th>
</tr>
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<td><a href="http://www.stockholm.se/ForskolaSkola/Svenskundervisning-for-invandrare-sfi/Swedish-for-immigrants/">http://www.stockholm.se/ForskolaSkola/Svenskundervisning-for-invandrare-sfi/Swedish-for-immigrants/</a></td>
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### 3.8. United Kingdom

<table>
<thead>
<tr>
<th>Project title</th>
<th>Country</th>
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<th>Area of integration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women’s World</td>
<td>UK (Northern Ireland)</td>
<td>Craigavon Intercultural Programme (CIP)</td>
<td>2015</td>
<td>On-going</td>
<td>Civic participation &amp; cultural awareness</td>
</tr>
</tbody>
</table>

**Description of measure**

Women’s World is a multicultural support group facilitated by the Craigavon Intercultural Programme. Women’s World provides a programme for women and their families from a range of ethnic backgrounds including asylum seekers, refugees and other third country nationals.

Newcomers to the area are offered mutual support, the opportunity to engage with other cultures, share expertise and experiences and learn more about the local area and region. The programme is run in Craigavon, near to but outside Belfast where nearly all asylum-seekers in Northern Ireland are received.

**Objectives**

The measures intend to provide an atmosphere where women are able to learn informally and formally at their own pace, building on their knowledge and experiences and offering them greater confidence in enhancing their skills.

More specifically, the project aims to:

- Offer culturally appropriate support, information and a referral service for women and their families in partnership with statutory organisations.
- Develop an informal support network for women from different cultures.
- Provide outreach work in the community, offering advice and case work with practical support.
- Promote skills development, educational pursuits and gainful employment.
- Promote health and wellbeing.
- Facilitate the integration of women through engagement with local women’s groups.
- Establish a befriending scheme for individual women and families in need.
- Develop and support cultural and social activities for women and their families.

**Budget**

This programme receives government funding from the devolved government of Northern Ireland. Project costs are determined by the Northern Ireland Health Trust, and budget proposals are voted on
<table>
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<tr>
<th>Project title</th>
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<th>Area of integration</th>
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| annually by the Northern Ireland Assembly. | Immigrant women from certain cultures often find themselves isolated in the home and, in such cases, have very little contact with members of the host society. It is important to reach out to them as they tend to be at a high risk of social exclusion.  
In the project, women from third countries use social theatre as a form of self-expression and self-liberation, sharing their personal experiences with other women from different cultures who have experienced cultural prejudice or racism. The project demonstrates that social theatre is highly therapeutic and prepares women to express themselves without fear.  
The women’s experiences and stories on the issue of racism have been merged to create a single play seeking to improve the skills of women and to value their rights. The work of the various partners, showing the situation of women third country citizens in each participating country, is represented in a Social Theatre Festival in Valencia:  
- During the festival the participants are involved in presenting five plays, one per participating country and in their language of origin;  
- Migrant women are also trained to facilitate integration into the labour market and the opportunity to be part of a group with similar life experiences in which to express themselves;  
- They are helped to increase self-esteem and confidence and by being offered the chance to put on stage their life stories, they raise awareness in the wider society about their rights and the need to prevent xenophobic or racist attitudes. | Good Practice |
| As of January 2016, there has been a spike increase of applicants for this programme. Applicants stem mainly from Eastern Europe although it is known that 51 Syrian Nationals were recently received in Belfast and so may increasingly apply.  
Unconventional practice (i.e. the use of social theatre) has been used effectively to address issues of cultural racism while promoting political participation and cultural integration allowing for self-expression. This programme has positive effects not only on individual applicants but wider society through its outreach and performance orientated framework. | Lessons Learned |
| Stephen Smith  
Stephen.smith@cipni.com  
http://www.craigavonintercultural.org/content/about-womens-world | Contact Details |

*The programme runs on a year on year budget. CSES has previously reviewed this programme in 2011-2012. A CIP manager, confirmed this is on-going at present (MAR 16).
Part 2: Regulatory framework on employment in 20 Member States

1. EU Level Synthesis

Part 2 of the study summarises the applicable regulatory framework, and outlines the provisions that enable asylum seekers and refugees to seek employment and to access social welfare systems. At European level, the Reception Conditions Directive\(^{139}\) sets out the rights of asylum seekers and refugees. This includes a transition period of no more than nine months from the lodging of an asylum application until access to the labour market is granted. The deadline for implementation of this and other provisions in the Directive was the 20\(^{th}\) of July 2015. In September 2015, the Commission launched an infringement procedure by sending out letters of formal notice to 19 Member States\(^{140}\). Building on the information provided in the EPRS study\(^{141}\), this sub-section summarises some key information across the EU-28.

The figure below updates figure 5 of the EPRS study to include the other 20 EU Member States. The data was retrieved from Eurostat.\(^{142}\) As the figure shows, legal migrants from third countries (i.e. from outside the EU) are most likely to be employed in the Czech Republic (79%) and Cyprus (78%), where indeed the employment rate for third country nationals is higher than for the total population. These are followed by Hungary and Lithuania (both 73%). It should be stated, however, that figures for Lithuania, and possibly Cyprus, may be distorted due to long-established Russian, and possibly Turkish communities, respectively, present in those countries. The biggest gaps between employment rates for third country nationals and the total population can be identified in Belgium, Finland, the Netherlands, and Sweden. The lowest employment rates for third country nationals can be found in Belgium (41%), Croatia (37%) and in France (47%).

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\(^{139}\) EC Directive 2013/33/EU

\(^{140}\) AT, BE, BG, CY, CZ, EE, FR, DE, EL, HU, LV, LT, LU, MT, PL, RO, SI, ES, SE

\(^{141}\) EPRS/European Parliament. 2015. Work and social welfare for asylum-seekers and refugees Selected EU Member States. In-depth analysis. Sections 6 and 7

Figure 1 - Employment rates of third-country nationals in the EU-28
Building on table 2 in the EPRS study (p. 35), the table on the next page summarises information on the regulatory framework on employment and social welfare for migrants in the EU-28. All 28 EU Member States have legislation on the right to access the labour market for migrants. The transitional period before asylum seekers can exercise this right is capped at 9 months by EU legislation. In most Member States (21), there are practical restrictions to the access to employment for asylum seekers and beneficiaries of international protection. These are further detailed in the country sections below.

Moreover, there are legal restrictions or qualifications to the access of asylum seekers and/or beneficiaries of international protection to social benefits in 10 out of 28 Member States. These can refer, for example, to application procedures that migrants have to go through before being granted access to benefits (as in France), the right of the government to restrict benefits in case there is a particularly strong influx of migrants (as in Poland) or are conditional on migrants actively seeking employment (as in Sweden, for example). Explicit restrictions on free movement, e.g. through a domicile requirement for asylum seekers, were identified in only 4 Member States. In practice, however, many asylum seekers are allocated to decentral reception centres in many more Member States where they end up staying for a considerable time due to the benefits and assistance they receive there.

The table also compares the amount of financial assistance granted in various countries to asylum seekers, and the average household expenditure in relation to the EU-28 average. It should be noted that the figures quoted below refer to different types of financial assistance. While in some countries, these constitute the largest share of assistance, in others these are complemented by benefits in kind, such as food, accommodation, clothing, medical care, etc. Thus, these serve to illustrate differences in approach rather than providing a basis for quantitative comparisons of different countries’ ‘generosity’ in providing financial assistance to refugees.

There are also differences in terms of whether financial aid is granted as a one-off payment (UK), on a monthly, a weekly, or a daily basis. This may have implications for the administrative burden related to disbursing these amounts as well as to the financial autonomy of refugees and their ability to save up money. Moreover, the amount of financial assistance granted for those not housed in asylum centres may impact on the incentives migrants have to seek private accommodation, which would relieve reception centres. The general trend observed in the EPRS study that the amount of financial assistance roughly corresponds to the average household expenditure in most countries seems to hold true, although it is also worth noting that in a few countries (e.g. HU, LU), the amount of financial assistance has been considerably reduced in recent years (see country sections further below for more information).
Table 3 – EU-28 regulatory framework on employment and social welfare

| MS | Transition period to employment (months) | Practical restrictions to access employment? | Restrictions on access to social benefits? | Restrictions on access to free movement? | Level of financial (subsistence) assistance | Household expenditure in 2014 (EU-28=100)


144 Information will be submitted separately.

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| MS | Transition period to employment (months) | Practical restrictions to access employment? | Restrictions on access to social benefits? | Restrictions on access to free movement? | Level of financial (subsistence) assistance | Household expenditure in 2014 (EU-28=100)


144 Information will be submitted separately.

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| MS | Transition period to employment (months) | Practical restrictions to access employment? | Restrictions on access to social benefits? | Restrictions on access to free movement? | Level of financial (subsistence) assistance | Household expenditure in 2014 (EU-28=100)

AT 3 Y N N EUR 110/month on average; between EUR 40 and 210 depending on whether refugees are housed in private accommodation or not 105.8

BE144 4 Y N N EUR 7.40/day (+ EUR 222/month) for adults and accompanied children from 12 years on who attend school; Younger accompanied children and children 12 years of age or older who do not attend school receive EUR 4.50(EUR 135)/day and unaccompanied children receive EUR 5.70 (EUR 171)/day 108.7

BG 3 N Y N Approx. EUR 33.23/month (but ceased on 1 February 2015) 47.9

CY 6 Y N N EUR 40/month and an additional EUR 10 per dependent. 90.1

CZ 6 Y N N Between EUR 64 and 126/month depending on age and family size 63.7

DE 3 Y Y Y EUR 143/month; EUR 216 if not housed in reception centre 101.5

DK 0 N Y Y EUR 516-711/month for housing 139.1

EE 6 Y N N EUR 130/month 75.6

EL 0 Y Y Y None in practice. 85.4

ES 6 Y Y EUR 51.6/month (EUR 19 for minors), up to EUR 363/year for clothes, etc. 92.7

FI 3 N N N Reception allowance approx. EUR 76/month (with meals), EUR 314.91/month (without meals) and varies if single parent, minor or unaccompanied minor. 122.3
<table>
<thead>
<tr>
<th>Country</th>
<th>Access</th>
<th>Young</th>
<th>Adult</th>
<th>Child</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>FR</td>
<td>9</td>
<td>Y</td>
<td>Y</td>
<td>Y</td>
<td>EUR 6.8/day. EUR 343.5/month for adults not housed in reception centres</td>
</tr>
</tbody>
</table>
| HR | 9 | Y | N | N | - Single parent or adult: HRK 800 monthly (approx. EUR 106)  
- Adult in a family context: HRK 480 (approx. EUR 60 monthly)  
- Child: HRK 320 monthly, approx. EUR 45 |
| HU | 0-9 | Y | N | N | Up to HUF 22,800 (approx. EUR 73.5) |
| IE | n/a | Y | Y | N | EUR 19.10/week (EUR 15.6 for children) personal allowance |
| IT | 2 | Y | N | | EUR 2.5/day |
| LT | 3 | Y | (N) | N | EUR 10/month allowance |
| LU | 6 | Y | N | N | EUR 25/month personal allowance; EUR 140-225 depending on age for those who have no access to food through asylum centres |
| LV | 3 | N | N | N | EUR 2.15/day |
| MT | (9) | Y | N | N | EUR 4.66/day |
| NL | 6 | Y | N | | EUR 44.66/week (EUR 34.86/week for minors); another EUR 12.95/week for clothing & other personal expenses |
| PL | 6 | Y | Y | | EUR 2.17/day, another EUR 12.06/month for personal expenses |
| PT | 1 | N | N | N | Means tested: EUR 58.0/month per person and EUR 194.2/month per household. |
| RO | 12 | Y | N | N | RON 108 / month (EUR 24.13) of financial aid |
| SE | 0 | Y | Y | | EUR 2.56-7.57/day (EUR 1.28-5.33 for minors); EUR 37.3/month if not housed in reception centre |
| SI | 9 | N | N | N | Monthly pocket allowance of EUR 18/month (in addition to free medical care and education and support to obtain accommodation) |

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145 Access to work inside the reception area immediately or after 9 months.
146 Asylum seekers are not permitted to work in Ireland, as confirmed by Immigration Council Ireland.
147 Currently still 12 months but about to be reduced to 9 months in line with EU legislation.
<table>
<thead>
<tr>
<th>Country</th>
<th>Code</th>
<th>Children's Allowance</th>
<th>Asylum Seekers</th>
<th>Beneficiaries of International Protection</th>
</tr>
</thead>
<tbody>
<tr>
<td>SK</td>
<td>(9)</td>
<td>Y</td>
<td>N</td>
<td>Yes, EUR 0.40/day if an adult, EUR 0.27/day if a minor</td>
</tr>
<tr>
<td>UK</td>
<td>12</td>
<td>Y</td>
<td>N</td>
<td>Yes, Beneficiaries of international protection receive a one-off lump-sum benefit in the amount of 1.5 times the national subsistence minimum level</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Annually</th>
<th>67.8</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monthly</td>
<td>121.5</td>
</tr>
</tbody>
</table>
2. Country sections

2.1. Austria

| General law governing asylum (procedure): the Asylum Act (revised in 2005, 2009 and 2011) regulates the application procedure for international protection, in conjunction with the Dublin Regulation; the Settlement and Residence Act regulates residence titles and respective procedures; the Aliens' Police Act contains provisions on entry in conjunction with the Schengen Borders Code and the Visa Code, and regulates issuance of documents and return measures; the Aliens' Employment Act regulates access to the labour market. |

2.1.1. Access to employment

Asylum seekers

Asylum seekers have access to the labour market three months after they have been admitted to the procedure for claiming asylum, provided they pass a labour market test, there is no conflict with public or macroeconomic interests and the conditions laid down in Art. 4 para 1 Act Governing the Employment of Foreign Nationals are fulfilled. Even so, access to employment in selected occupations and sectors with quota-regulated work permits is restricted, including seasonal work in tourism, agriculture and forestry.\(^{148}\)

In order to take up employment, the local employment service (AMS) has to issue a work permit. Applications for a work permit must be submitted by the employer to the AMS. In addition, three months after the asylum application, every asylum seeker is free to start working on a self-employed basis without the need for a work permit.\(^{149}\)

Work permits are issued subject to a labour market test which requires proof that the post in question cannot be filled by an Austrian citizen, citizens of another EU Member State or a legally residing third country national with access to the labour market (long-time resident, family member, etc.). The work permit is only issued for those sectors with a significant shortage of available workers.

Asylum seekers up to the age of 25 (including minors) can take-up vocational training in occupations where there is a shortage of apprentices. Access to vocational training is only granted if the applicant has been admitted to the asylum procedure for at least three months and if a labour market test has been passed.\(^{150}\)

In practice, other research shows that only few asylum seekers work. Obstacles include lack of money for job-seeking motivated travel (e.g. for the purpose of job interviews), as well as the fact that the Public Employment Service does not help asylum seekers looking for work since these are not registered as unemployed\(^{151}\)

Asylum seekers are not restricted in their free movement in Austria.\(^{152}\)

Free legal aid in asylum proceedings has been provided under the Asylum Act since 2011.\(^{153}\)

\(^{148}\) Federal Ministry of Economy and Labour, EU-Erweiterungs-Anpassungsgesetz; Durchführungserlass (Bartensteinerlass), 435.006/6-II/7/04.


Beneficiaries of international protection

Recognised refugees and beneficiaries of subsidiary protection are exempted from the Act Governing the Employment of Foreigners and have free access to the labour market (Art. 1 para 2 subparagraph an of the Act Governing the Employment of Foreigners).

While until now asylum was granted on a temporary basis with the possibility of sending refugees back to their home countries if the situation there improved, asylum is now generally granted for 3 years in first instance.

Beneficiaries of international protection and those under subsidiary protection enjoy the same access to the labour market as nationals without any restrictions.

Practical obstacles to employment relate to lack of language skills and the difficulty of recognising professional qualifications when certification is often missing. The procedure for getting qualifications recognised is costly. The national labour market service maintains an online platform and carries out competence checks for those seeking employment in order to facilitate recognition of qualifications. In future, they may also consider financial support to facilitate the recognition procedure for refugees. The state also runs training facilities for those who are unable to find a training position within a company. In addition, some asylum seekers may not be aware of their right to work whereas those granted asylum have the obligation to seek employment as soon as they receive Basic Care which includes benefits but no pension insurance.

Asylum seekers are sometimes accommodated in remote regions with weak transport links. Nevertheless, in contrast to some other countries, peripheral regions of Austria pose well-developed local social networks involving NGOs and employers which makes it easier for refugees to integrate and find employment than in Vienna where employment is relatively high. This problem is exacerbated by the fact that two-thirds of beneficiaries of international protection in Austria move to Vienna. In reality, asylum seekers are only obliged to stay in the area where they have been given accommodation for 2-3 days. Female refugees in particular tend to apply for jobs below their level of qualification. Generally, technical skills that refugees may possess are often not relevant in the Austrian job market.

2.1.2. Access to social welfare

Asylum seekers

Asylum seekers with an income have to contribute to Basic Care (Grundversorgung). In practice, they are only left with an allowance of EUR 110 in most federal provinces, with the rest of the money earned contributing to the cost of reception. If they have been receiving an income for more than 3 months, Basic Care support is no longer provided (meaning that asylum seekers then do not have to make contributions any longer either).

Material reception conditions cover accommodation, food, health care, pocket money, clothes and school material, leisure activities, social advice and return assistance. These are generally provided both in kind and financially:

155 Interview with Ministry of Social Affairs.
156 Interview with Ministry of Social Affairs.
• Accommodation and food in kind, plus a EUR 40 allowance
• Accommodation in kind, plus EUR 150-200
• Private accommodation, plus EUR 320

All asylum seekers receive additionally EUR 150 a year for clothes in vouchers and pupils get EUR 200 a year for school material, mainly as vouchers.\textsuperscript{158}

When determining benefits for asylum seekers, their income is taken into account, while their assets are not.\textsuperscript{159}

Access to emergency healthcare for asylum seekers is guaranteed in Austrian legislation. While their asylum application is pending, asylum seekers should be able to obtain health insurance. In practice, access to health care is limited since this is tied to Basic Care which not all asylum seekers are entitled to. Some asylum seekers are able to obtain health care from local NGOs.\textsuperscript{160}

The law provides for access to education for asylum-seeking children and these are able to access education in practice. For children older than 15 years, for which schooling is not compulsory in Austria, continuing their school education often proves more difficult.\textsuperscript{161}

Asylum seekers are not registered as unemployed persons, meaning they are not entitled to vocational training provided by the Public Employment Service.\textsuperscript{162} Language courses are provided to asylum seekers by NGOs but not systematically. The labour market service runs language classes for highly qualified asylum seekers and those likely to be granted asylum.

**Beneficiaries of international protection**

Beneficiaries of international protection enjoy the same access to social benefits as nationals. In practice, there is a risk of not receiving basic support including accommodation once they start working and before they are entitled to other benefits. These benefits include welfare payments of approximately EUR 830/month of which 25% is intended for accommodation (this percentage can be increased if necessary to find accommodation). These benefits are granted on the condition that refugees register as employment seekers. They are also provided with language course, including those teaching them to read and write in their native language, and others covering technical language, if necessary and appropriate.\textsuperscript{163}

After a positive decision, refugees may stay up to 4 months in a reception centre, and persons with subsidiary protection status may stay as long as they are not able to cover subsistence and accommodation costs on their own.\textsuperscript{164} Benefits including income support, assistance in the case of illness, or pregnancy, and parental assistance are granted to recognised refugees on the same basis as to nationals.\textsuperscript{165} After one year of employment, refugees are entitled to unemployment benefits.

\textsuperscript{159} Interview with Ministry of Social Affairs.
\textsuperscript{163} Interview with Ministry of Social Affairs.
\textsuperscript{165} Interview with Ministry of Social Affairs.
2.2. Belgium

General law governing asylum (procedure): The Law of 15 December (1980), promulgated by the Royal Decree of 8 October 1981 (as amended) governs foreigners’ access to, residence and establishment in and expulsion from Belgium.

The Law of 30 April 1999 sets out the conditions for the employment of foreign workers promulgated as the Royal Decree of 9 June 1999 and amended by the Royal Decree of 6 February 2003.

The Royal Decree of 2 April 2003 determines the modalities for filing applications and for issuance of C work permits.

The Law of 12 January 2007 regarding the reception of asylum seekers and other categories of aliens was amended in 2012 to introduce provision for voluntary return and introduced the safe country of origin concept so an asylum seeker coming from a safe country of origin will have to fulfil higher standards of proof.

2.2.1 Access to employment

Asylum seekers

Since 12 January 2010, asylum seekers may access to the labour market in Belgium four months after their asylum application to the Commissioner General for Refugees and Stateless Persons, if there has not been a decision.166 After these six months the asylum seeker may request a category C work permit.167 The place of residence of the employer or of the employee will be decisive to determining which regional authority (Flanders, Wallonia, Brussels-Capital or the German-speaking community) is competent for granting the permit.168

The category C work permit is issued to asylum seekers and allows them to access in salaried employment for any employer. However, some post in the public sector are restricted and may only be held by a national. Work permit C is valid for 12 months and it may be renewed as long as provided the person is still in the asylum procedure. There is no labour market test for asylum seekers.169

An asylum seeker wishing to set up a business must apply for a “professional card”. Given the uncertain residence status of the asylum applicant, the self-employed activity cannot be one requiring large investments. The application will be assessed in terms of several criteria (such as financial analyses). If the professional card is granted to the asylum seeker, he or she will

166 By Royal Decree of 29 October 2015, the federal government brought this period to from 6 to 4 months.
167 Law of 30 April 1999 on the employment of foreign employees and the Royal Decree of 9 June 1999 in execution of the Law of 30 April 1999 on the employment of foreign employees, Article 17, 1°, a) and b) and article 2, 3°, b) and 5° of the Royal Decree of 9 June 1999 and the Royal Decree of 22 December 2009 amending Article 17 of the Royal Decree of 9 June 1999 in execution of the Law of 30 April 1999 on the employment of foreign employees.
169 Ad-Hoc Query on access to the labour market for asylum seekers Requested by AT EMN NCP on 23rd January 2015 Compilation produced on 3rd June 2015.
be allowed to work as an independent worker. Once refugee status is granted, a professional card is no longer required.

Asylum seekers are entitled to perform certain community services (maintenance, cleaning) within their reception centre as a way of increasing their allowances.\textsuperscript{170}

A legal amendment has made voluntary work accessible to asylum seekers, allowing for their active participation in society.\textsuperscript{171} It has been stated that “voluntary work allows asylum seekers to actively participate in society, to use their time (waiting for the outcome of the asylum application) meaningfully, to use their skills and capacities, to learn and practice the language, to get to know people outside of the reception facility, to empower themselves and to contribute to the positive image of asylum seekers.”\textsuperscript{172}

There are no specific official measures to prepare asylum seekers to enter the national labour market. Only asylum seekers who have access to the labour market can register at a regional employment service to follow a formal professional training course and receive labour market counselling.

Job seekers who follow training for a regulated profession (which is free of charge) can benefit from advantages granted by regional employment services such as an incentive bonus, compensation of transportation expenses and childcare facilities.

The reception centres also organise training sessions including language training organised by volunteers. Article 35 of the Reception Act also foresees access to training sessions outside the reception facilities, often organised by the Centres for Basic Education and the Centres for Adult Education instituted by the Communities in Belgium.\textsuperscript{173}

Through funding from the European Refugee Fund several NGO’s and international organisations provide asylum seekers with support and information to facilitate access to the labour market. This includes information sessions on the labour market, vocational training, mapping of career opportunities, socio-professional support and information concerning the equivalence or recognition of qualifications/diplomas.

Although most integration programmes are implemented at regional level, the Federal government provides complementary integration projects for marginalised and vulnerable non-EU newcomers who are unable to access existing integration programmes.\textsuperscript{174}

In practice, few asylum seekers are able to find employment due to a variety of reasons including their provisional and precarious residence status, limited knowledge of the national languages, the fact that many foreign qualifications are not considered equivalent to national qualifications, and high discrimination in the labour market.\textsuperscript{175}

\textsuperscript{170} AIDA Factsheet: Belgium 2014 Available at http://www.asylumineurope.org/reports/country/belgium/reception-conditions/employment-education/access-labour-market#sthash.Kb1bstGW.dpuf
\textsuperscript{171} Amendment of the law of 22 May 2014 concerning the rights of volunteers.
\textsuperscript{172} EMN 2014 Annual Report on Asylum and Migration Policy in Belgium.
\textsuperscript{173} Ad-Hoc Query on Asylum seekers integration to labour market Requested by EE NCP on 8th January 2015 Compilation produced on 05 March 2015.
\textsuperscript{174} Ibid.
\textsuperscript{175} AIDA Factsheet Belgium, 2014.
Beneficiaries of international protection

Recognised refugees and beneficiaries of subsidiary protection are exempted from legislation governing employment of aliens and have free access to the labour market. Beneficiaries of international protection and those under subsidiary protection enjoy the same access to the labour market as nationals without any restrictions.

Although there is no specific budget or masterplan for the integration of beneficiaries of international protection, their integration is dealt with in policy on the integration of foreigners more generally. Since 2014, all competencies regarding the migration of foreigners were transferred from the Federal Government to the Regions. The associated resources from the Federal Immigrant Policy Impetus Fund were transferred to the Communities in January 2015. Hence the legal aspects, practices, policies and budgets attributed to integration differ from one region to the other.

In the Brussels Capital Region, newcomers may participate in an optional integration programme. The first component consists of a welcome session, social evaluation and linguistic assessment. The secondary component identifies the beneficiaries needs and sets out an integration pathway in an individual agreement contract and provides livelihood and socio-professional support including training.

In the Flanders region, newcomers must sign a contract with the Agency of Integration and Civic Integration who manages the integration programme. The training programme consists of social orientation programme, Dutch language lessons and career orientation. After successful completion of the first civic integration programme a person can continue to a secondary programme where the person receives support to enter the labour market or to continue their education through the mainstream services.

In the Wallonia region, eight regional integration centres run an obligatory, initial reception module consisting of: information on the rights and duties; a social assessment (including a linguistic assessment); assistance on support services. A social assessment aims to identify the needs of the newcomer based on his skills and personal experiences and aims to assist with labour market integration. Personalised follow-up; French language training; training by public authorities, public services or other organisations; citizenship training; and social and professional orientation is provided.

Some of these integration measures assist beneficiaries of international protection in seeking recognition of professional qualifications. This is, in general, a community-based competence in Belgium. For example, in Flanders, holders of a professional qualification obtained outside the EU can submit their qualification to the Flemish Agency for Quality Control in Education and Training where the equivalence of this qualification is investigated. In some specific professions such as for physicians, the applicant must also pass a written and an oral test.

Despite these measures, immigrants often find it difficult to find work. In Belgium, there is a gap of 10 percentage points or more between unemployment levels of foreigner and nationals.

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176 The Law on the Sixth State Reform entering into force on 1 July 2014.
177 Ad-Hoc Query on the Recognition of Professional Qualifications obtained outside the European Union Requested by COM on 3rd November 2010 Compilation produced on 10th April 2011.
178 European Commission 2015, Economic challenges and prospects of the refugee influx.
After two years’ residence in Belgium, resettled refugees are eligible to apply for citizenship if they meet the requirements related to language and social and economic integration.  

### 2.2.2. Access to social welfare

#### Asylum seekers

The Reception Act provides that asylum seekers are entitled to material aid or aid in-kind. This material aid in reception centres comprises: accommodation; food; clothing; medical, social and psychological help; access to interpretation services; access to legal representation; access to training; access to a voluntary return programme and a small allowance (so-called pocket money).  

Belgium has over 16,000 reception places in total. The network comprises collective and individual reception structures. The collective structures are reception centres managed by Fedasil, the Red Cross of Belgium or other partners. The individual structures are housing managed by the Public Social Welfare Centre (‘local reception initiatives’) or by NGOs.

The two-step reception model provides that asylum seekers first stay in a collective reception structure, then, after a four-month period, they are able to request a transfer to individual housing in the municipalities (the local reception initiatives - LOI’s), or in private housing provided by NGOs, where the level of autonomy is much greater than in communal centres. In these facilities part of the material aid is provided in the form of meal vouchers or cash to enable the asylum seeker to buy food and other basic commodities him or herself. In 2013 about half of the asylum seekers were staying in collective reception facilities and the other half were in local individual reception.

In 2015, the weekly pocket for adults and accompanied children from 12 years on who attend school receive EUR 7.40 a day, younger accompanied children and children 12 years of age or older who do not attend school receive EUR 4.50 a day, and unaccompanied children receive EUR 5.70 a day. As mentioned above, some asylum seekers may carry out paid work at the centre, receiving up to EUR 185 per month.

The total package for those not staying in a collective structure includes access to fully furnished, rent-free accommodation. The package is determined by the Reception Act. The ‘translation’ of the package of material aid into weekly subsistence allowances is based on a study of existing good practices in the field and benchmarking.

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179 European Parliament 2013 Comparative study on the best practices for the integration of resettled refugees in the EU Member States.


183 Ad-Hoc Query on asylum support rates Requested by the UK National Contact Point on 1 February 2013 Compilation produced on 4th April 2013.


A circular of Fedasil defines the minimum and maximum living allowance that municipalities can give to applicants who reside in local reception initiatives. The living allowance may be in cash or in the form of meal vouchers. Fedasil leaves the choice to the municipalities to provide vouchers, living allowances or in-kind assistance. However, a major part of the support giving to asylum seekers has to remain in-kind, such as rent-free furnished housing.

In principle all asylum seekers are provided with accommodation, unless they choose not to reside in the housing that is provided. In that case, they do not receive any assistance, except medical aid.

Some exceptional categories of asylum seekers may obtain access to financial aid as is provided by social welfare, in cases of a shortage of places in the reception network or when joining relatives already in the social welfare system. In these latter exceptional cases the amounts of financial aid are set by the Social Welfare Act, and depend on family composition.

Every asylum seeker is entitled to medical care. There is a doctor and nursing staff affiliated with the reception structure where the asylum seeker resides. In addition to medical care, asylum seekers are also entitled to psychological assistance.\(^{186}\)

Minors who live in a reception centre are obliged to attend school. They usually go to a school in the neighbourhood of the centre. The choice of school is made in consultation with the parents. If possible, the child attends an introduction class where their knowledge of languages and their level of education are tested, and they follow adapted lessons. Afterwards they attend lessons in a normal classroom together with other children. At most reception centres, in the evening the children receive assistance with their homework from the staff.\(^{187}\)

As mentioned above, asylum seekers may they may take classes (language courses, cooking classes, IT lessons, and so on). This training is organised within and outside the reception structure. The teachers may be staff members, people from outside the reception centre and even other asylum seekers. Some common courses are language classes, sewing lessons, cooking classes and IT classes.\(^{188}\)

Each reception centre regularly organises neighbourhood initiatives. These initiatives are intended to integrate the centre into the community and surrounding area as well as possible. The reception centres also put together a newsletter three times per year. These newsletters present news about the centre and information about planned activities. Each reception centre also has its own website with news reports and general information.\(^{189}\)

Asylum seekers are entitled to reception during the whole duration of the asylum procedure (first instance and appeal procedure). Only when Belgium is not responsible to treat the asylum application according to the Dublin convention or when a subsequent application is not taken into consideration the asylum applicant is not entitled to reception during his appeal procedure which is non-suspensive.

\(^{186}\) FEDASIL website.  
\(^{187}\) Ibid.  
\(^{188}\) Ibid.  
\(^{189}\) Ibid.
Unsuccessful asylum seekers to whom the provisions of the Reception Act no longer apply, are not entitled to material or financial support. However, families with minors who are unsuccessful asylum seekers or who have never introduced an asylum application, and who are unable to support their minor children, are entitled to apply for reception in the communal reception centres through the social welfare system. Material aid is provided to them while they try to obtain either a legal residence statute or prepare to return to their country of origin.

**Beneficiaries of international protection**

Beneficiaries of international protection enjoy the same access to social benefits, social welfare and health care as nationals. In practice, there is a risk of not receiving basic support including accommodation once beneficiaries start working and before they are entitled to other benefits.

Despite Belgium’s inclusive social security and social assistance system, the fact that many migrants are in dire socio-economic situations indicates a disparity between declared policy and practice. Third party nationals in Belgium have an employment rate of just above 50% while the employment rate for the native population stands at 80%. Nowhere in the EU is the gap as large. Consequently, third party nationals also earn substantially less than nationals when they are employed and hence their ability to benefit from contributory social insurance programmes is subsequently limited. The poverty levels of third party nationals are also high. Immigrants living in a couple are confronted with at risk of poverty levels of 46% in contrast to nationals where this rate is 5%. The risk of poverty for native children in Belgium is 13%, whereas the risk of poverty for foreign born (non EU28) children rises to 57%. More than half of third party national children live in poor (or at risk of poverty) household.

Belgium provides a transition period for recognised refugees and beneficiaries of subsidiary protection between the material aid and accommodation in the reception facilities and the social integration by the Public Centres of Social Welfare in the municipalities. In practice, after being granted international protection, the beneficiary may reside in the reception for 2 months and receive material aid. During these 2 months, a social worker will help the resident to access the necessary documents and find accommodation. Assistance in the form of access to the internet, telephone and tickets for public transport is provided to help the beneficiary search for and visit accommodation.

In some reception facilities the social workers are assisted by volunteers. Fedasil has also concluded ‘contracts’ with other reception partners or NGOs or non-profit organisations to help beneficiaries of international protection with their integration in Belgian society. The service may be funded or based on volunteer work. Several government departments and NGOs may also support newcomers in their settlement and integration in Belgium. This integration projects focus on different issues such as find suitable housing, furniture and clothes, language lessons, access to employment, diploma equivalence, family reunification. The organisations that support refugees during this period are:

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192 EMN Ad-Hoc Query on Ad-hoc Query on systems of support persons for beneficiaries of international protection Requested by EE NCP on 2nd February 2016.
193 Ibid.
194 Ibid.
Vluchtelingenwerk Vlaanderen, Belgian Committee for Aid to Refugees, Caritas International Belgium, and Convivial. As mentioned above, beneficiaries of international protection who are minors must attend compulsory education. Schools provide some extra lessons and integration measures.

For instance, Caritas International organises “housing workshops” to inform beneficiaries about the different ways to look for housing, and their rights and duties when renting a house: lease, rental deposit, administrative procedures. Once a week there are also sessions where beneficiaries have the opportunity to look for accommodation with the help of facilitators. Caritas International also organise workshops to find work. Vluchtelingenwerk Vlaanderen started a pilot project concerning foster families. Seen it is very hard to find suitable and affordable housing during the 2 months of transition, this project offers temporary accommodation for beneficiaries of international protection with private families who will help to support the newcomers and use their own social network to find housing.
2.3. Croatia

| General law governing asylum (procedure): The Law on International and Temporary Protection (2015) sets out the principles, conditions and the procedure for international protection and temporary protection, the associated status, rights and obligations and conditions and procedure for the revocation and cessation of this status. The Foreigner Act (2011) regulates conditions for the entry, movement, residence and work of foreigners as well as working conditions and rights of workers. The Croatian Residence Act (2013) and Citizenship Act (2011) sets out the process and procedures for residency and naturalisation. The Law on Mandatory Health Insurance and Health Care for Foreigners (2013), Law on Free Legal Aid (2013), Law on General Administrative Procedure (2013) and Law on General Administrative Disputes (2010) are also relevant for those seeking asylum in Croatia. |

2.3.1 Access to employment

Asylum seekers

Applicants for asylum in Croatia have the right to work nine months after the day of lodging the application for international protection, if the procedure has not been completed due to no fault of the applicant. Until the decision on their application is finalised, an asylum seeker does not need a residence permit, work permit or a work registration certificate and no labour market test is required. However, the Ministry of Interior should issue a document to certify that the applicant has acquired the right to work.

Until 2015, asylum seekers were only granted access to the labour market after one year and most asylum seekers did not work as the majority of applications were decided within that time. It remains to be seen whether this shall change now that the number of incoming asylum seekers might increase. In practice, however, it is quite difficult for new arrivals seeking asylum to find employment, due to limited language skills, limited academic or professional skills, and the high rates of unemployment amongst in general that is also affecting the native population.196

The same rules apply for asylum seekers wishing to open a self-employed business and are set out in the Law on International and Temporary Protection (LITP) read with the Foreigners Act. However, asylum seekers are permitted to work on a voluntary basis in Reception Centres. In 2014, a Job Centre was opened in the Zagreb Reception Centre where asylum seekers receive additional clothes, shoes, items for personal hygiene in exchange for their work.197

The Ministry of the Interior has agreements with the Croatian Red Cross, the Centre for Peace Studies and Jesuit Refugee Service which provide various forms of assistance for asylum seekers at Reception Centres including language courses, skills workshops and legal services.198 These activities are not provided by the state nor have they been legally

197 Ibid.
prescribed. There are also no officially prescribed asylum seeker labour market integration activities.

No distinction is made between asylum seekers from safe third countries and others.

The right to free legal assistance in procedures is provided by the LITP and in the Law on Free Legal Aid.

**Beneficiaries of international protection**

Beneficiaries of international protection have the right to work in Croatia once they have been granted a residence permit. Such a legal status is initially issued for a period of five years to beneficiaries of international protection and for a period of three years to third country nationals under subsidiary protection. Temporary protection is approved for a period of one year. After having lived in the country for 5 years, the beneficiary of international protection may apply for permanent residence. However, citizenship policies are not favourable for immigrant integration.\(^{199}\) Little support is provided to pass Croatia's citizen requirements and there is a relatively high fee for the language and citizenship test.\(^{200}\)

Beneficiaries of international protection may also exercise the right to adult training related to employment, vocational training and acquiring practical work experience under the same conditions as Croatian citizens.\(^{201}\)

Although there are no restrictions on labour market access, Croatian nationality is often required for vacancies in public sector. Beneficiaries of international protection have more limited access to general support than citizens and are not guaranteed equal access to vocational training, study grants or public employment offices.\(^{202}\) There are some ad hoc information campaigns about workers' rights but there are no targeted training programmes. However, once employed, all workers are entitled to the same working conditions, social security, and access to trade unions as citizens.

The Agency for Science and Higher Education verifies professional qualifications through the ENIC/NARIC Office or through professional bodies. The 2014 Amendments on Regulated Professions and Recognition of Foreign Professional Qualifications clarified that migrant workers wanting to work in regulated professions are obliged to notify the specified professional bodies, which are also clearly obliged to receive applications.\(^{203}\)

In practice, beneficiaries of international protection struggle to find employment. Croatia has a high level of unemployment (18.5\%) and insufficient language capabilities, the absence of documentation to certify skills and the lack of policy guidance on how to benefit from migration result in poor levels of integration.\(^{204}\)

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\(^{199}\) Migrant Integration Policy Index: Croatia 2015.

\(^{200}\) Migrant Integration Policy Index: Croatia 2015.

\(^{201}\) Ibid.

\(^{202}\) Ibid.

\(^{203}\) Ibid.

\(^{204}\) Interview representative from International Organisation working in Croatia, 16 March 2015.
2.3.2 Access to social welfare

Asylum seekers

Asylum seekers can access accommodation in the reception centre. Material reception conditions include food and clothing, financial assistance and remuneration of the cost of public transport for the purpose of the asylum procedure. Applicants are issued with an identity card which acts as a proof of residence until their application is finalised. There have been some delays in the payments of financial support by the competent Centres for Social Welfare due to poor communication between ministries, work overload and lack of capacity.\(^{205}\)

The Law on International and Temporary Protection sets out asylum seekers rights to access health which includes emergency medical assistance, treatment of illnesses and serious mental disorders. The Act also provides that applicants who need special reception and/or procedural guarantees, especially victims of torture, rape or other serious forms of psychological, physical or sexual violence, shall be provided with the appropriate health care.\(^{206}\) However, in reality asylum seekers have limited access to health care, vulnerable persons are rarely identified and there is a need for better and more effective health care in reception areas.\(^{207}\)

Although access to elementary and secondary education for a minor applicant can be exercised under the same conditions as in case of Croatian citizens, many children face practical obstacles in the form of linguistic and cultural barriers.

In March 2014, the national government adopted a Strategy for Combating Poverty and Social Exclusion (2014-2020) under which asylum seekers and foreigners under subsidiary protection are recognised as one of the most vulnerable groups of the population and particularly over-represented among the poor. The Strategy notes that they are potentially excluded from access to basic rights due to economic status.\(^{208}\)

Beneficiaries of international protection

Beneficiaries under international protection have equal rights to social welfare as Croatian citizens according to the Social Welfare Act 2012.\(^{209}\) They may be entitled to a guaranteed minimum benefit, once-off assistance to cover the costs of housing, heating cost coverage, a personal accommodation user’s needs benefit, a personal disability benefit, a carers grant, an education grant, an allowance for care and assistance (by third persons), parent-caregiver or a caregiver status benefits, an unemployment benefit the organised delivery of food, or food in soup kitchens. In addition, families may also receive child allowance in accordance with national law. Allowances are calculated and administered on a monthly basis, and reviewed annually. The time limit is two years after a positive decision has been taken on their asylum application.


\(^{206}\) Section 55 and 56 of the Act.

\(^{207}\) Asylum Information Database: Croatia Report.

\(^{208}\) Interview representative from International Organisation, Croatia, 16 March 2015.

\(^{209}\) Child Allowance Act (Official Gazette, nos. 94/01, 138/06, 107/07, 37/08, 61/11 and 112/12) and Maternity and Parental Benefits Act (Official Gazette, no. 85/08, 110/08 and 34/11).
If the beneficiaries of international protection have no cash resources or items of great value, they are entitled to government-provided accommodation over a period of two years upon the receipt of a positive decision.\textsuperscript{210}

The following table summarises the benefits provided to beneficiaries of international protection based on where they are accommodated:

**Table 4 – Benefits provided in Croatia**

<table>
<thead>
<tr>
<th>Lodging in reception centre</th>
<th>Lodging outside reception centre</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Cash/</strong></td>
<td><strong>Cash/</strong></td>
</tr>
<tr>
<td>No cash allowance.</td>
<td>- Single parent or adult: HRK 800</td>
</tr>
<tr>
<td>(Beneficiaries are</td>
<td>monthly (approx. EUR 106)</td>
</tr>
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<td>lodged in reception</td>
<td>- Adult in a family context:</td>
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<td>centres only in</td>
<td>HRK 480 (approx. EUR 60 monthly)</td>
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<td>exceptional</td>
<td>- Child: HRK 320 monthly, approx.</td>
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<td>circumstances.)</td>
<td>EUR 45</td>
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<td>Based on a case-by-case assessment,</td>
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<td>disability and carers allowances</td>
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<td>may be approved</td>
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<td>- Accommodation</td>
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<td>- public TV subscription</td>
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<td>- Healthcare/Medical</td>
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<td>Medical always in kind</td>
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<td>In addition to the guaranteed</td>
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<td>minimum benefit (if beneficiaries</td>
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<td>have no cash or values)</td>
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<td>other benefits may be approved on</td>
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<td>a case-by-case basis.</td>
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As indicated above, asylum seekers and beneficiaries of international subsidiary protection have the right to elementary, secondary and higher education under the same conditions as Croatian citizens.

In 2014, the state introduced provision for a learning programme on Croatian language, history and culture for refugees and persons under subsidiary protection. In line with the migration policy for 2013-2015 and the action plan for solving issues of the integration in Croatian society, a leaflet to facilitate integration of third-country nationals was drafted.\textsuperscript{211} Schools organise additional language or supplementary classes for children under international protection.\textsuperscript{212}

The Migration Integration Policy Index rates Croatia unfavourably in term of integrating and orienting newcomers into the health system and addressing specific health needs. There are no standards or training to enable health providers become culturally competent and qualified interpreters are not available for patients with limited language knowledge.

As the financing of integration policies is built in the overall budget of the ministries relevant for the different aspects of the integration of beneficiaries of international protection, it is not always explicit and easy to access. Some commentators have suggested that a new migration

\textsuperscript{210} Interview representative from International Organisation, Croatia, 16 March 2015.

\textsuperscript{211} Country Factsheet: Croatia 2014, European Migration Network P. 2.

\textsuperscript{212} Migrant Integration Policy Index: Croatia 2015.
and integration policy with an implementation would help assist integration efforts and enable the departments involved to access funding.\textsuperscript{213}

\textsuperscript{213} Interview representative from International Organisation working in Croatia, 16 March 2015.
2.4. Cyprus

The main implementing decree in Cypriot legislation is The Reception Regulations Ministerial Decree (2008) in accordance with the legislative acts, the Aliens and Immigration Law, the Refugee Regulations Act (2005) and a later amendment in 2013, and the Refugee Law, 2000. Other acts pertaining to medical cover and the rights of persons arrested or detained are available below.

2.4.1 Access to employment

Asylum seekers

Asylum seekers are granted access to the labour market six months after submitting an asylum application, according to Article 11 of the Reception Regulations. However, asylum seekers can only do so having completed a labour market test devised by the government. Once completed, access to the labour market is restricted to the following sectors: agriculture, animal husbandry and fisheries, manufacturing (specifically as forage production labourers), waste management, wholesale trade-repairs (mostly gas stations and carwash labourers), construction, cleaning, advertising distributors and food delivery.\(^{214}\)

All employers recruiting asylum seekers are required to be authorised by the Labour Department to employ third-country nationals and there is no limit on working hours issued. There is also no mechanism for the dispersal of asylum seekers on reception but the law does determine restrictions on freedom of movement, namely to areas controlled by the Republic of Cyprus. Asylum seekers cannot cross the “the green line” to Northern areas. For public interest, the Ministry of Interior may restrict access or residence area to those parts of the island controlled by the Republic of Cyprus. Residential areas have not yet been appointed to date, though asylum seekers must report changes of address within three days (at risk of having their application withdrawn).\(^{215}\)

There are a number of practical obstacles facing asylum seekers pursuing employment.\(^{216}\) Firstly, low wages and lack of supplementary material assistance is problematic for asylum seekers with families. Agricultural and animal farming pay is insufficient to meet family basic needs and labour conditions often split up the family. Jobs are often taken without consideration for the care of children or possible supplementary child support. In addition, the report identifies distance and a lack of convenient transportation for asylum seekers. Workplaces are often in remote regions, and it entails a 4am or 5am start for many Asylum Seekers, who then have difficulty finding low cost commuting routes to these places. There travel expenses are typically not covered.

A lack of knowledge of either Greek or English often prevents effective communication between Labour Office officials and asylum seekers as well as potential employers. The Aida report highlights that asylum seekers often will not understand their employer’s opinion during meetings or employer’s opinions on referral letters, for example. A lack of interest from employers in some of the restricted sectors, such as agricultural and farming sectors, to

\(^{214}\) See Aida Country Report for Cyprus, available at p.56
http://www.asylumineurope.org/reports/country/cyprus

\(^{215}\) Id.

\(^{216}\) Aida Country Report for Cyprus and the Future Worlds Centre.
employ asylum seekers, due to the presence of third-country nationals with an employment permit which are easier to hire, is another obstacle. These permits provide authorisation for up to four years, restricting both turnover and availability of these labourer jobs. Finally, a lack of gender and cultural sensitivity in the overall recruitment procedure means women from a cultural background of not working and little exposure to the various available job sectors have increased difficulty accessing the labour market. One example is of women from Muslim backgrounds wearing visible symbols of their religious identity having difficulty with access as they were considered unable to maintain employment due to their attire.  

**Beneficiaries of international protection**

Section 21B of the Cyprus Refugee Law stipulates that a person who is recognised as a refugee receives equal treatment as the citizens of the Republic with regards to employment. In other words, refugees have the same rights as Cypriot citizens to employment, there are no restrictions to any particular sector and there is no need for the Labour Department to approve and stamp a contract of employment between an employer and a recognised refugee. This is also the case when employing Persons with Subsidiary Protection status, in accordance with Article 19 of the Refugee Law. Recognised refugees and subsidiary protection beneficiaries are entitled to long term residency status.

Despite these provisions of rights equal to Cypriot citizens in seeking employment, issues of language barriers, gender and cultural difference, as well as transportation and wages as identified with asylum-seekers in pursuing employment remain obstacles for refugees looking for work.

### 2.4.2 Access to Social Welfare

**Asylum Seekers**

The last Integration Action Plan, including both asylum seekers and beneficiaries of international protection expired in 2012. The subsequent national policy for integration is reliant on integration measures initiated by local communities utilising EU structural funds, with its integration aims aligned with the Asylum, Migration and Integration Fund (AMIF) programme. The Ministry of Interior is the main co-ordinating authority, and co-finances AMIF programmes with the national budget.

Single asylum seekers living in a reception centre may share a room with other singles, families though have their own room. Asylum Seekers are given food in these centres (full-board) and a single Asylum seeker receives EUR 40 a month as an allowance in the form of a monthly voucher. In the case of families, they receive EUR 40, with an additional extra allowance of EUR 10 for every dependent. This is a significant decrease from 2009 when a single asylum applicant could receive in excess of EUR 85/month.

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Asylum seekers are entitled to free medical care in public medical institutions veering at a minimum emergency and essential treatment. There are no specialised facilities or services except for the ones available to the general population. Only one NGO, the Future Worlds Centre, offers social and psychological support to victims of torture, operation through funds of United Nations Voluntary Fund for the Victims of Torture (UNVFT). In order to receive this medical care, asylum-seekers must apply for a medical card. As of August 2013, there are charges to the health care system (stemming from the financial crisis). It costs EUR 3-6 for asylum seekers to visit a doctor and an additional EUR 0.50 for each medicine or test prescribed with a maximum charge of EUR 10. Emergency healthcare however is still free. \(^{223}\)

**Beneficiaries of International Protection**

Refugees are granted rights equal to that of Cypriot nationals, whereas for persons living in Cyprus under subsidiary protection acquire rights after 1 year of residency. Overall, beneficiaries are entitled to social welfare on the same basis as Cypriot citizens. Additionally, beneficiaries are entitled to healthcare on the same basis as Cypriot nationals. As of August 2013, refugees, same as Cypriot nationals, must pay small sums for their healthcare. Persons excluded from this are individuals who are recipient of welfare benefits, or individuals or families whose income is not in excess of EUR15.377.41 or EUR30.754.83 respectively. Payments include EUR10 for instance for Accidents and Emergency Care upon requirement. \(^{224}\)

According to the European Migration Network, beneficiaries are entitled to public allowance in addition to any other necessary assistance in terms of social welfare, and social security. The Public Employment Service offers assistance to job seekers, including beneficiaries. Beneficiaries may submit an application for Guaranteed Minimum Income, (GMI) which is an established fund to ensure a socially acceptable minimum standard of living for persons residing in Cyprus. The benefit sum varies depending on the applicant’s existing income and family structure. The sum makes considerations for basic needs (based on a revised consumption basket), rent allowance, municipal or similar taxes allowance, and cases of extraordinary needs. Beneficiaries have immediate access to the GMI fund from being granted protection status. The GMI is provided by the Welfare Benefits Administration Service, established in July 2014, which is a delegated responsibility of the Administration of the Ministry of Labour, Welfare and Social Insurance. \(^{225}\) Beneficiaries are free to reside where they want within government controlled areas of Cyprus. If, however, they require public subsistence they can acquire this from the Social Welfare Services which includes rent allowance. In an Ad-Hoc Query request to the European Migration Network, it was claimed the problem Cyprus faces with the refugee population is that the government does not have the economic capacity to support these persons financially in order to find accommodation. The Government is obliged to provide financial aid in many cases due to high rates of unemployment nationally which affects the refugee population as a consequence. \(^{226}\)

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2.5. Czech Republic

The status of applicants for international protection or beneficiaries of international protection is regulated by the Act No. 325/1999 Coll., on Asylum, as amended. Access to the labour market is further regulated by the Act No. 435/2004 Coll. on Employment, as amended.

2.5.1 Access to employment

Asylum seekers

Access to the labour market is granted six months after an application for asylum has been lodged. The applicant for international protection has to apply for a work permit in relation to a specific job opportunity. The following criteria apply:

• The job vacancy is registered with the labour office;
• Statement of willingness to employ the applicant by the employer;
• The asylum seeker can provide a document demonstrating the qualifications required for the job.

No labour market test or priority review are required before an asylum seeker can accept a job offer. No distinction is made between asylum seekers from safe third countries and others. It is not possible for applicants for international protection to be self-employed.

Beneficiaries of international protection

Access to the labour market is possible under the same conditions as for Czech citizens. It is unlimited, including access to the register of job seekers. This also applies to beneficiaries of subsidiary protection.

The Czech Republic supports integration of beneficiaries of international protection in accordance with the State Integration Programme for beneficiaries of international protection. It includes a number of measures that are supposed to facilitate their full integration into the society. It focuses particularly on the housing area, removing language barriers and assistance in entering the labour market.

The main measures for beneficiaries of international protection regarding their access to the labour market include:

• Assistance in applying for employment brokering at the Labour Office of the Czech Republic;
• Assistance in finding a job vacancy;
• Assistance in finding and applying for vocational training;

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227 Information provided by National Contact Point European Migration Network.
228 Interview with Czech Ministry of Interior.
229 Interview with Czech Ministry of Interior.
230 Information provided by National Contact Point European Migration Network.
231 Information provided by National Contact Point European Migration Network.
• Individual action plans.

There are a number of barriers to integration, some of which are common to all the EU Member States, albeit in varying degrees:

The lack of knowledge of the Czech Republic is a barrier to entering the labour market. For this reason, beneficiaries of international protection may take advantage of legal and social counselling provided by the Ministry of the Interior, Refugee Facilities Administration and non-governmental organisations. The main aim is to facilitate and accelerate integration into the Czech society and help beneficiaries of international protection to become familiarised with their rights and obligations, also to facilitate contacts with authorities and find suitable accommodation and job. Beneficiaries of international protection also have the opportunity to attend a culture and democracy introductory course.

Language barriers indisputably represent a major obstacle. Knowledge of Czech language is critical to finding a job. Therefore, beneficiaries of international protection have the possibility to attend free language courses up to a total of 400 hours’ tuition.

The lack of professional qualifications which are officially recognised is a barrier that beneficiaries of international protection are not able to overcome because the Czech Republic has no alternative mechanism for the recognition of skills.

2.5.2 Access to social welfare

Asylum seekers

Applicants for international protection are usually accommodated in an asylum facility (first in a reception centre, later in an accommodation centre) run by the Ministry of the Interior. They receive pocket money, food, medical and other services. Instead of food, the applicant for international protection may be given financial assistance to provide for their subsistence. This financial assistance is paid in those facilities where the applicants can cook their own meals. For the period of provision of financial assistance there is no right to receive any pocket money. The financial assistance is only provided for the period when the applicant for international protection is present in the asylum facility. Financial assistance may be provided upon request and dependent on the financial situation of the applicant or his/her family.

The amount of financial aid for those accommodated in asylum facilities is set as follows:

- **Adult/single:** CZK 3,410 (approx. EUR 126)/month
- **First adult member of family:** CZK 3,140 (approx. EUR 116)/month
- **Second and other adult members of family:** CZK 2,830 (approx. EUR 104)/month
- **Minor (0-5 years):** CZK 1,740 (approx. EUR 64)/month
- **Minor (6-14 years):** CZK 2,140 (approx. EUR 79)/month
- **Minor (15-17 years):** CZK 2,450 (approx. EUR 91)/month

An applicant for international protection with his/her registered private address outside an asylum facility has to cover his/her costs of living from his/her own funds with the exception of medical services. Financial assistance may be provided upon request and dependent on the financial situation of the applicant and/or his/her family. Financial assistance can be provided upon request and dependent on the financial situation of the applicant and/or his/her family.

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232 Interview with Czech Ministry of Interior.
during the proceedings for granting international protection for a maximum period of three months.

The amount of financial aid for those in private accommodation is set as follows:\(^\text{233}\):

- **Single persons**: CZK 5,456 (approx. EUR 202)/month
- **For 2-3 persons jointly housed**: CZK 5,115 (approx. EUR 189)/month per person
- **For 4 persons jointly housed**: CZK 4,774 (approx. EUR 177)/month
- **For 5 or more persons jointly housed**: CZK 4,433 (approx. EUR 164)/month

Applicants for international protection are excluded from **state social support**\(^\text{234}\) for a period of one year after lodging of the application. After one year of continuous residence in the Czech Republic, the state social support (child benefit, housing allowance, child allowances, etc.) may be provided, but only for the applicants for international protections who are not accommodated in the asylum facilities run by the Ministry of the Interior.

One of the **benefits of assistance to those in material need**\(^\text{235}\) - the extraordinary immediate assistance - may be provided to any foreign national if the situation he/she faces requires that. Persons seeking international protection are not entitled to receive **unemployment benefits**. Free-of-charge legal assistance to asylum seekers is provided by NGOs based on grants from the European Refugee Fund.\(^\text{236}\) Children have immediate access to schooling.\(^\text{237}\)

**Beneficiaries of international protection**

Persons who have been granted asylum or subsidiary protection are entitled to benefit from the social welfare system in a similar way to citizens of the Czech Republic. State social support benefits (child benefit, housing allowance, etc.) are paid to these persons by the local labour office if they meet all the criteria.

If the foreign national gets into a difficult financial and social situation, he/she may contact the authorities for help. The authorities can make a payment to cover essential costs (living allowance, supplement for housing, extraordinary immediate assistance). When applying for such benefits when the person who has been granted international protection has no income from employment, a certificate of inclusion in the register of job seekers issued by the labour office has to be submitted.

There are no practical obstacles for refugees to gain access to social welfare.\(^\text{238}\) There is no distinction between refugees and persons who have been granted subsidiary protection in this

\(^{233}\) Interview with Czech Ministry of Interior.

\(^{234}\) State social support benefits are part of the social welfare system. The social welfare system in the Czech Republic includes the health insurance system, which is administrated by health insurance companies, the contributory social insurance system and the non-contributory system of state social support benefits and social benefits of assistance in material need, which are financed from the state budget.

\(^{235}\) Benefits of assistance in material need are part of the social welfare system. The social welfare system in the Czech Republic includes the health insurance system, which is administrated by health insurance companies, the contributory social insurance system and the non-contributory system of state social support benefits and social benefits of assistance in material need, which are financed from the state budget.


\(^{237}\) Interview with Czech Ministry of Interior.

\(^{238}\) According to the National Focal Point of the European Migration Network.
regard. Persons who have been granted asylum or subsidiary protection are entitled to make use of the social welfare system in the similar way to citizens of the Czech Republic.
2.6. Denmark

Denmark does not participate in the EU-legislation that provides subsidiary protection. However, Denmark has signed the UN Refugee Convention and has similar rules and rights for refugees and asylum seekers.

The principal legislation is the Danish Aliens Act and Act on Employment Efforts. Recently, Denmark made international headlines with a new bill (January 2016) which permits the authorities to seize asylum seekers’ cash or valuables (non-sentimental items worth more than EUR 1,300 or 10,000 kroner) to pay for the support they receive from the state.

2.6.1 Access to employment

Asylum seekers

The Ministry of Employment and Labour has overall responsibility, with municipalities having legal responsibility for implementation of employment initiatives. According to the official portal for foreigners, asylum seekers can apply to the Danish Immigration Service to approve an offer of employment until granted a residence permit in Denmark, the person leaves or is deported. The asylum seeker can apply for work after 6 months, provided they are at least 18 years old. Asylum seekers under 18 years are only able to work if the Immigration Service considers the individual otherwise eligible to work.

The asylum seeker can be employed in any ordinary job without public subsidy. This can be full or part time, paid or unpaid. The asylum seeker must be offered employment under the standard salary and other terms of employment that apply to the Danish labour market. However, they cannot be self-employed. The asylum seeker may only do this once he or she has entered into a contract with the Immigration Service specifying the conditions of the approval (otherwise there is a risk of a fine or sentencing to up to 1 year in prison).

If asylum seekers are offered work in an area covered by the Positive List (i.e. a list of specific shortages of qualified professionals) they can apply for residence permit on this basis. If an asylum seeker is offered a job at a salary of over EUR 47,500 they can be fast-tracked for a residential permit under the pay limit scheme. Asylum seekers are required to pay labour market contributions of 8% and a gross tax of 30% of his/her income.

The government has recently stated that it wants asylum-seekers to enter employment from day one, the prime minister stating he wished to improve refugees’ integration. Moreover, the government trying to reduce costs of welfare including the costs associated with asylum-seekers. Cutbacks totalling 2.5 billion kroner over several years are expected. Recently, the government introduced a law enabling that the Immigration Service to confiscate personal

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239 LGDK Answers, Ad Hoc Query Response to CSES, MAR 16.
240 LGDK Answers, Ad Hoc Query Response to CSES, MAR 16.
242 The Local, “PM: Refugees in Denmark should work ‘from day one’”, available at [http://www.thelocal.dk/20160210/pm-refugee-jobs-key-to-integration-economy](http://www.thelocal.dk/20160210/pm-refugee-jobs-key-to-integration-economy) (Accessed 28 FEB 16).
valuable worth more than 1,300 from asylum seekers in order to pay for their welfare and reception costs.

**Beneficiaries of international protection**

Those granted residence permits are allocated to different localities. The Immigration Service and police receive asylum-seekers and distribute refugees and beneficiaries to different areas according to quotas in proportion to local population. This process restricts freedom of movement for migrants and access to certain employment sectors (depending on the area). Otherwise there is no other restriction on access to employment opportunities. In 2013, Denmark was ranked 13 out of 38 Member States with regard to its integration policies and 7th out of 38 MS for labour market mobility.

Language skills are the biggest obstacle to employment for refugees. Danish language courses are run for those granted protection status, consisting in 30-37 hours of tuition per week. Refugees and those living in Denmark under family reunification arrangements are entitled to free Danish language courses for five years.

In addition, the tendency for small and medium-sized firms to discriminate against minorities are identified as additional obstacles to labour market integration in Denmark. Those with temporary protection status may face complications renewing their residence permits from January 2016 onwards because the duration of protection has been reduced. For example, should Syria become more stable, Syrian refugees may be returned more quickly (previously 12 months, now much sooner), according to the *Welcome to Europe* website.

### 2.6.2 Access to social welfare

**Asylum seekers**

While accommodation is provided, those who asylum seekers who are employed are required to pay rent and their cash allowance may be reduced depending on their income from employment (after tax). The rent allowance currently stands at EUR 516 per month in an asylum centre and EUR 711 in an independent residence. The maximum limit is EUR 2,508 per month for a household.

Living expenses of asylum seekers are normally covered by the Immigration Service unless the individual is married to a person legally residing in Denmark. The support covers: a cash allowance for clothes, personal items, food where no food is provided, and healthcare, child education, and transport to and from meetings with officials and healthcare providers.

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243 LGDK Answers, Ad Hoc Query Response to CSES, MAR 16.
246 LGDK Answers, Ad Hoc Query Response to CSES, MAR 16.
247 Id.
249 Benefit rates for 2016 for asylum seekers are adjusted annually, and are: Clothing package: DKK 1,669.94; Hygiene package: DKK 134.61; Baby package: DKK 3,339.88; Children’s clothing: DKK 784.95 (per child every sixth month); Children package: DKK 150.05 (every 14 days) available at https://www.nyidanmark.dk/en-
Healthcare costs are covered if treatment is urgent (i.e. treatment cannot be postponed) or pain relieving. \(^{250}\)

**Beneficiaries of International Protection**

Under Danish law, refugees are entitled to the same social benefits as Danish citizens. While refugees have the same rights as other citizens, a contribution is required towards the costs of childcare and pensions. Additionally, the ‘integration allowance’ is available but set at a lower level than social benefits for other citizens. Eligibility for all social benefits as opposed to the integration allowance is dependent on being resident in Denmark for at least 7 of the last 8 years. The new integration benefit halved the preceding available benefits to refugees by 50% was approved by parliament in August 2015. There are incentives for learning Danish however, as it rewards refugees and foreigners 1,500 Kroner (EUR 200) for passing a Danish Language exam (Dansk 2).


2.7. Estonia

The Act Granting International Protection to Aliens and amendments 2013 set out the status of asylum-seekers, the process for the granting of international protection and the bases for his or her stay, residence and employment in Estonia on the basis of treaties and the legislation of the European Union.

The Aliens Act regulates the bases for the entry of aliens into Estonia, their temporary stay, residence and employment in Estonia.

The Obligation to Leave and Prohibition on Entry Act provides the bases and procedure for the application to aliens of the obligation to leave Estonia and the prohibition on entry into Estonia and the regime for the passage of an alien through Estonia.

2.7.1 Access to employment

Asylum seekers

Asylum-seekers may access the labour market or conduct a business in Estonia six months after the submission of the application for asylum, if the Police and Border Guard Board (PBGB) have not made a decision on the application due to reasons beyond the applicant’s control. The asylum-seeker may be employed until the termination of the proceedings of his or her application. No labour market test is required prior to employment; however, non-nationals may not work in some public sector jobs.

The Ministry of Social Affairs in Estonia is responsible for reception arrangements for asylum seekers and provides for services in cooperation with several partners from the public and private sectors as well as nongovernmental organisations. The Accommodation Centre is administered by the AS Hoolekandeteenused (an external service provider). It organises Estonian language courses for asylum seekers. Support services such as preparing the entry to the labour market are provided mainly by non-profit organisations financed from the European Refugee Fund and the Ministry of the Interior. NGO Johannes Mihkelsoni Keskus and International Organisation Migration provide project-based support, such as cultural orientation trainings for asylum seekers and individual support such as translation assistance for clinic appointments.

From 2015-2020, in accordance with national policy, Estonia shall provide further social support to those seeking international protection, including the services of a support person, other psychological counselling, or rehabilitation services to further facilitate integration into

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251 See https://www.riigiteataja.ee/en/eli/512012016002/consolide
254 Ad-Hoc Query on support projects for applicants for international protection Requested by the LU EMN NCP on 16 February 2015 Compilation produced on 28 April 2015.
the labour market. Legal aid, representation and interpretation may also be applied for and is provided by the State.

**Beneficiaries of international protection**

If the Estonian PBGB establish that an asylum-seeker meets the requirements for international protection, the person will be granted an Estonian residence permit. Refugees are granted a residence permit for three years while individuals in receipt of subsidiary protection receive a permit for one year. The family member of a person who has been granted international protection will also be granted a residence permit linked to the validity as the status of a person in receipt of international protection. Residence permits can be extended, provided an application for the extension is filed three months prior to its expiry date.

Beneficiaries of international protection who resided in Estonia permanently for at least five years, may apply for a long-term residence permit. However, naturalisation is rarer and more restrictive in Estonia than in other Member States.

The PBGB will enrol all foreign nationals who have legally resided in Estonia for less than 5 years in a “Welcoming Programme” run by the Ministry of the Interior. The Programme is not compulsory and gives every new arrival the opportunity to freely select between the following thematic training modules: basic module; working and entrepreneurship; studying; research; family life and basic level language training (A1). It aims to guide and support the beneficiary in finding the information needed for self-sufficiently while valuing mutual communication, cooperation and establishment of contacts in a comfortable, open and diverse learning environment. The welcoming programme is funded by the European Social Fund (ESF), the Asylum, Migration and Integration Fund (AMIF) and the state budget.

Beneficiaries of international protection may work in Estonia on the same basis as permanent residents of Estonia. However, there are several practical restrictions which delay integration into the labour force. Non-EU citizens can only work in the public sector as support or non-staff. Furthermore, non-EU citizens must fulfil additional conditions to open a business or work in some private sector jobs. These restrictions mean that many beneficiaries of international protection start careers below their qualifications or give up on looking for work.

However, Estonia’s procedures to recognise foreign degrees and skills are free of charge, relatively swift and transparent. The beneficiary of international protection may apply for recognitions by the one-stop-shop ENIC/NARIC. However, many applicants struggle to provide the documentation needed for this process.

Those beneficiaries with a resident permit may access the Unemployment Insurance Fund which publicises job offers, helps find a temporary job or offers practical training to assist the
beneficiaries of international protection to find employment. The Fund has noted that often these applicants need additional support due to their poor language skills, economic and social issues and, at times, psychological issues. Non-Governmental Organisations and international organisations also provide support services preparing beneficiaries of international protection for the entry to the labour market.

In practice, most beneficiaries of international protection struggle to find work due to language barriers, lack of work experience and a reluctance of employees to offer employment.

2.7.2 Access to social welfare

Asylum seekers

Upon arrival, people seeking international protection are accommodated in an accommodation centre run by the Ministry of Social Affairs or an agency on its behalf while awaiting the outcome of their application. The accommodation centre provides:

- Housing;
- Financial support at official subsistence level (EUR 130/month in 2016);
- Clothing and other essentials;
- Medical examination and access to health services;
- Estonian language instruction and essential translation services;
- Schooling for children
- Transport services for procedural acts.

Beneficiaries of international protection

A beneficiary of international protection with a residence permit is able to access the same social benefits as Estonian citizens. He or she will have the right to receive state pensions, family benefits, employment-related training, employment subsidies and social services. Health insurance coverage on the same terms as permanent residents is also available provided the beneficiary of international protection is working, studying or registered as unemployed with the unemployment insurance fund.

The state also provides essential translation services and Estonian language instruction costs are covered for up to two years after granting a residence permit. From 2016, the state plans to provide a cultural orientation program and a range of integration services including counselling. Funds for these services come from the EU and state budget.

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262 Ibid.
263 Ibid.
265 Section 75 of the Act Granting International Protection to Aliens 2015.
The Ministry of Social Affairs in cooperation with local municipalities, the Ministry of the Interior and the beneficiary select, prepare and provide accommodation in apartments for the beneficiary in order to ensure the access to necessary support services, job opportunities and education for children. The beneficiary may reside in social housing for up to two years if they are unable to pay for it themselves. The expenses covered during the first two years are provided to the official subsistence level of EUR 130.

Research by the Estonian Advice Centre of support services offered to asylum seekers and persons of international protection showed that areas such as Estonian language training, accommodation courses and activities and psychological counselling need further improvement.

However, one noteworthy good practice is the Support Persons’ programme. Due to the low number of asylum seekers and beneficiaries of international protection, each person is allocated their own support person who provides individual, personalised advice and support.

267 Ad-Hoc Query on allocation of refugees to municipalities for integration purposes Requested by SE EMN NCP on 18th February 2013 Compilation produced on 27th May 2013.
269 Interview with Representative from National University 9 March 2016.
2.8. Finland

The Ministry with overall responsibility in Finland for Migrant integration and migrant employment is the Ministry of Employment and the Economy. The primary legislation consists in the Act on the Promotion of Immigrant Integration 2010, the Nationality Act 2003, the Aliens Act 301, 2004 (with amendments in 2010).

2.8.1 Access to employment

Asylum seekers

An asylum seeker has the right to work without a residence permit once three months have passed from entry into the country (and an asylum application has been submitted). The Asylum Seeker must also hold a valid travel document that entitles him or her to make a border crossing. Otherwise, six months must have passed from entry into the country if asylum seekers are not in possession of this document (this is according to the Aliens Act, Section 79, Subsection 2)\(^{270}\).

No labour market test, authorisation or permit is required to work and asylum seekers may obtain at a cost a certificate for his/her right to work from the Finnish Immigration Service. It is understood the main practical barrier to asylum seekers gaining employment is the reluctance of employers to take them on. Lack of familiarity with the Finnish language is also a major constraint.

According to the Finnish response to an EMN Ad Hoc query: “If the asylum seeker would like to start his/her self-employed business in Finland, he/she should lodge a residence permit application for self-employed persons. Otherwise this ground for residence permit would not be taken into account in the asylum process/decision. If the asylum seeker’s main purpose for stay in Finland is self-employment, he or she should apply for self-employed person’s residence permit.”\(^{271}\)

Various measures with integration-promoting objectives have been introduced for asylum seekers although officially only persons who have been issued a residence permit are eligible for support. Asylum seekers may work until their application has been legally denied. According to the MIPEX data on Finland’s Labour Market Mobility, the findings suggest that Finland is “effectively working to speed up labour market integration over time and only a few gaps in meeting the often greater needs of high-educated immigrants” remain.\(^{272}\)

Beneficiaries of international protection

On the basis of a residence permit, and by virtue of international protection, the beneficiary has the right to engage in work in Finland in the same way as Finnish nationals. According to MIPEX’s assessment, Finland has favourable conditions to beneficiaries seeking employment.

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\(^{270}\) See above for legislation, verified by European Migration Network Ad Hoc Query 2015 on “Asylum Seekers Access to the Labour Market”.

\(^{271}\) Id.

2.8.2 Access to Social Welfare

Asylum seekers

Asylum seekers are not entitled to social security in Finland. According to the Finnish immigration service, asylum seekers who are in reception centres are able to access the necessary support such as being given accommodation, reception facilities, social and healthcare services, the services of an interpreter and translation services, as well as help in gaining jobs and study opportunities.\footnote{273 From Interview, Ad Hoc Query Request, Antti Liikkanen.}

Health care for asylum seekers is limited to “necessary care” from primary care services in reception centres, with exception to the at-risk groups.

Asylum seekers in reception facilities are entitled to a monthly reception allowance of EUR 76.01 if a person over 18 years. EUR 92.30 if a single parent living alone; EUR 59.72 if a child living with family or for unaccompanied minors: EUR 27.15 if under 16, and EUR 48.86 if a minor between 16 and 17 years old. This financial support is distributed by the Finnish Immigration Service.

Beneficiaries of International Protection

In Finland, the beneficiaries of refugee or subsidiary protection status have equal rights and benefits. Healthcare for refugees are the same as for Finnish nationals. MIPEX ranks Finland 12\textsuperscript{th} out of 38 countries for healthcare services for migrants.
2.9. Greece

| Overviews of legislation are available on European Commission websites and Aida country reports. For access to the labour market, the relevant legislation is Law 3801, 2009, Chapter 4, Articles 43-44 on facilitating access of residence permit holders and other provisions. Presidential Decree 114, 2010 establishes procedure for refugees and granting asylum with amendments in 2014. Law 3701, 2011 provides for the establishment of a reception service for asylum seekers. |

2.9.1 Access to employment

Asylum seekers

Asylum seekers have immediate access to the labour market. As soon as asylum seekers are provided with an asylum seeker’s identity card, they can acquire a work permit. Access to jobs is only granted after completion of a labour market test but once passed, asylum seekers are free to work in all sectors of the Greek economy and there is no maximum limit on the duration of employment.

Priority is nevertheless given to Greek and EU citizens. The labour market test makes it difficult for asylum seekers to find employment in practice. This situation is aggravated by Greece’s difficult economic circumstances. Even if an asylum seeker acquires a job, he or she may not acquire a work permit. Instead, asylum seekers often take up illegal employment.

Among third-country nationals in Greece there is currently an unemployment rate of 33%. Additionally, the number of applications far outweighs the number of approved work permits, meaning that asylum seekers can be deprived of access to the labour market, access to social benefits, unemployment allowances and allowances for asylum seekers with families.

There is no dispersal mechanism in place for asylum-seekers and they may move freely throughout the territory of Greece. However, there is typically a clause in asylum-seeker cards that forbids movement to the prefecture of Thesprotia in the North-West. This is in order to help prevent an illegal exit of asylum seekers from Greece towards Italy and other countries in the EU.

Applicants for asylum and those protected under international law have access to vocational training programmes, run by the public or private sector, under terms and conditions which are identical to those that apply for Greek citizens. However in practice these are very

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275 UNHCR observations on the current situation of asylum in Greece, December 2014, 21.
277 Art. 11 of Presidential Decree 220/2007
limited and asylum seekers and beneficiaries of international protection often fail to register because of a lack of required documentation.\textsuperscript{278}

Asylum seekers and those granted international protection can attend Greek language courses provided by several NGOs (the Hellenic Red Cross, the Greek Council for Refugees, the International Social Service, the Social Work Foundation, and the International Organisation for Migration). In addition, the state-sponsored Greek University in Athens and Thessaloniki offers advanced Greek language courses free of charge. Many asylum seekers get the opportunity to learn Greek through one of these courses.\textsuperscript{279}

**Beneficiaries of international protection**

Unemployment is a national problem for Greece as a result of its recent financial crisis and on-going austerity measures. While beneficiaries of international protection have equal rights to Greek nationals to employment and labour market access, many migrants struggle to find work. As the MIPEX assessment states: “equal legal access without any targeted support makes the bad Greek labour market even worse for various low- and high-educated legal non-EU residents, who are less likely than Greek citizens or immigrants elsewhere to access education or training, unemployment benefits, qualified jobs or a living wage”.\textsuperscript{280}

According to national legislation, the initial residence permit is valid for one year and any renewal shall be valid for two years.\textsuperscript{281}

**2.9.2 Access to Social Welfare**

**Asylum seekers**

Greece’s asylum system is under permanent pressure and its reception capacity is generally lower than demand. Applicants for asylum are accommodated in 17 state-run reception facilities or 24 apartments managed by the NGO Praksis Stegi. The total package of support is set out by presidential decree and includes\textsuperscript{282}:

- Accommodation services: asylum seekers may not stay in reception centres for more than 1 year, after which they are assisted in finding accommodation\textsuperscript{283}
- Financial assistance: the amount of financial assistance is defined in accordance with the level of assistance provided in social welfare legislation. The level of financial assistance for asylum seekers must be equal to that available to Greek nationals\textsuperscript{284}
- Food: a combination of food in-kind and financial allowances depending on the type of facility

\textsuperscript{278} UNHCR Observations on the Current Situation of Asylum in Greece, 2014.
\textsuperscript{280} Ad Hoc Query response, Dr Katerina Vlassaki, on behalf of Governor Stavros Arnaoutakis, Head of the Region of Crete. (FEB 16)
\textsuperscript{281} Ad-Hoc Query on Duration of Residence Permits Requested by GR EMN NCP on 5th October 2012 Compilation produced on 5th December 2012.
\textsuperscript{282} Ad-Hoc Query on asylum support rates Requested by the UK National Contact Point on 1st February 2013 Compilation produced on 4th April 2013.
\textsuperscript{284} Ibid.
Clothing: a combination of clothing in-kind and financial allowances depending on the type of reception facility.

Legal aid,

Psychological and social support,

Medical care: all asylum seekers have access to state hospitals for free hospitalisation, medical examinations and provision of medication.

Interpretation services,

Greek language lessons,

Vocational training (as mentioned above)

Recreational activities such as sport activities (football, tae-kwon-do), educational activities, cinema, excursions.

In some cases, rental subsidies

Contrary to what is stipulated in law, the majority of asylum seekers do not access adequate reception conditions in Greece. In practice, no financial allowance is provided to cover the living expenses of applicants and reports suggest that significant numbers of asylum seekers are left unassisted or homeless. Those not accommodated in accommodation centres face obstacles in gaining access to services including health care and education. The Greek Council for Refugees has been housing vulnerable cases in hotels in Athens. Access to health care is also limited in practice as asylum seekers have to be interviewed and provided with a “pink card” to access free access to medical care, and this often occur much later in the asylum application procedure.

All children have access to all levels of education irrespective of their status in Greece and all schooling up until the age of 18 is free of charge. Most children of asylum seekers of primary school education age do attend school. Due to the language barriers and the lack of financial support, those of secondary school education age often struggle and prefer to seek work. Some projects are run by NGOs to facilitate the integration of the children and provide supplementary language classes for children already at school or day care. In selected schools in the Athens area, the Centre for Intercultural Education runs special tuition courses for all foreign children, funded by the Ministry of Education.

Beneficiaries of International Protection

Beneficiaries of international protection have equal access to social welfare to Greek nationals.

288 Ibid.
289 Ad-Hoc Query on Possible changes in the social security concerning the foreigners with residence permit on the grounds of protection status Requested by FI EMN NCP on 18th September 2015.
The social security system in Greece is based on contributions from the state, the employer and the employee. Hence all employed persons (included foreigners with resident permit) enjoy the same rights provided that social security contributions are paid.\footnote{Ad-Hoc Query on Possible changes in the social security concerning the foreigners with residence permit on the grounds of protection status Requested by FI EMN NCP on 18th September 2015.}

Although beneficiaries of international protection were included in National Integration Strategy of the Ministry of Interior of April 2014 and are part of the integration policies for third-country nationals in accordance with Art. 28 of Law 4251/2014, Greece has no comprehensive plan for the integration of beneficiaries of international protection. Many of those granted refugee status or subsidiary protection remain unemployed, destitute and in many cases homeless or live in extremely difficult conditions.\footnote{See UNHCR Observations on the Current Situation of Asylum in Greece, 2014 and the 2013 report.}

There are no specific facilities for social housing or alternative forms of housing for beneficiaries of international protection support such as rental subsidies, grants, refundable loans or targeted financial support.\footnote{Ibid.} Beneficiaries of international protection also have difficulties in finding adequate housing due to a lack of financial resources.
2.10. Hungary

General law governing asylum (procedure) is **Act LXXX of 2007 on Asylum** which regulates the application procedure for international protection and the rules regulating the facilitation of social integration of beneficiaries of international protection.

The **Government Decree 301/2007 (XI.9.)** implements Act LXXX and is also referred in a national strategy document (Migration Strategy of Hungary). The **Migration Strategy of Hungary** related to the Asylum and Migration Fund established by the European Union for the years 2014-20 also contains and describes the relevant rules.

2.10.1 Access to employment

*Asylum seekers*

Asylum seekers can work in reception centres immediately but only up to 80 hours per month. They may access to the labour market nine months after they have been admitted to the actual asylum procedure if there has been no outcome to their application. In practice, the employer has to request a working permit from the local employment office. Asylum seekers can only apply for jobs which are not available to Hungarians or nationals of the European Economic Area. In order to check whether these conditions apply, a test is conducted before employment can be offered.

Regarding employment in reception centres themselves, asylum seekers do not have sufficient job opportunities. For example, in Vámosszabadi, there are 6 employment positions available, while the centre can accommodate 225 persons. Regarding employment in general, asylum seekers face a variety of difficulties in finding employment due to factors such as: (i) the high unemployment rate in Hungary, (ii) their lack of Hungarian language skills and (iii) non-recognition of foreign certificates, diplomas or degrees by the Hungarian authorities.

The difficulty in finding employment is aggravated by poor access to vocational training. For instance, in Bicske, access to vocational training is possible only for beneficiaries of international protection. However, Hungarian language classes are provided in the reception centre.

Further, orientation information is provided orally to asylum seekers on arrival at the reception centres. This includes information on the labour market, material assistance, the refugee status determination procedure and access to education, health care and services. An information leaflet also details this information. The information on reception conditions is only available in Hungarian or in English, which does not assist a foreigner not literate in

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293 Valid for 1 year, renewable.
296 Ibid.
297 Ibid.
299 Ibid.
either of these languages. The Office of Public Administration and Justice provides a free legal advice for asylum seekers. \(^{300}\)

The Hungarian asylum system was overhauled in the latter part of 2015. The new rules authorised the government to adopt a list of safe countries of origin and safe third countries. On that basis, Government Decree 191/2015, designating countries such as Serbia as safe and leading all applications of asylum seekers coming from these countries to be declared inadmissible. \(^{301}\)

**Beneficiaries of international protection**

Once granted asylum, beneficiaries, may apply for an Identity Card and access the labour market. The validity of the identity card of beneficiaries of international protection is 10 years for a recognised refugee and 5 years for a beneficiary of subsidiary protection. \(^{302}\) Since Act 115/2009, beneficiaries of international protection can become self-employed entrepreneurs. \(^{303}\)

Unfortunately, no single procedure exists to recognise non-EU academic and professional qualifications and skills in Hungary. \(^{304}\) General information on the various recognition procedures is available from Equivalence and Information Centre.

Beneficiaries of international protection are allowed to stay in the reception centre for two months after the granting of their application. During this period, they may sign an integration contract with the Office of Immigration and Nationality (OIN) and benefit from cash support which, according to the agreed integration plan, may be spent on Hungarian language classes, education, housing. \(^{305}\) The integration contract which has been applied since 1 January 2014 involves stakeholders at various levels (refugee authority, social workers, family caretakers, contracting client, employment centre). In terms of their access to the labour market, the designated family support service may help the asylum seeker in finding employment.

Several project-based initiatives have been introduced to enable integration into the work force. For instance in 2013 and 2014, funding from the European Refugee Fund (EIF) was used to fund a specialised vocational training for beneficiaries of international protection. Projects implemented by NGOs through the EIF during the period 2007-2013 also included projects with the precise aim to enhance the labour integration; for instance, Artemisszió Foundation developed the project ‘Work/Place integration programme’ in the framework of which individual counselling was provided to legally staying third country nationals in various ways with a view to enhancing their integration into the Hungarian labour

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\(^{300}\) Under Section 37(3) of the Asylum Act, asylum seekers in need have access to free legal aid according to the rules set out in the Act on Legal Aid Act or by an NGO registered in legal protection. - See at: [http://www.asylumineurope.org/reports/country/Hungary/asylum-procedure/procedures/regular-procedure#sthash.1MBYweeo.dpuf](http://www.asylumineurope.org/reports/country/Hungary/asylum-procedure/procedures/regular-procedure#sthash.1MBYweeo.dpuf)

\(^{301}\) Asylum in Europe Report available at [http://www.asylumineurope.org/reports/country/hungary/overview-main-changes-previous-report-update#sthash.liwLMDsS.dpuf](http://www.asylumineurope.org/reports/country/hungary/overview-main-changes-previous-report-update#sthash.liwLMDSs.dpuf)

\(^{302}\) Ibid.

\(^{303}\) Migration Policy Index, 2014: Hungary: [http://www.mipex.eu/hungary](http://www.mipex.eu/hungary)

\(^{304}\) Migration Policy Index, 2014: Hungary: [http://www.mipex.eu/hungary](http://www.mipex.eu/hungary)


\(^{306}\) Ibid.
market, including internship placement, mentoring, Hungarian classes, labour market counselling, job skills training.

For the 2015-20 period of the AMIF, the activities to be carried out under the National Programme have not been officially communicated, nevertheless, it has been reported that activities relating to labour market integration remains a priority in terms of the new projects.\textsuperscript{307}

In practice, it is very difficult for beneficiaries of international protection to find employment in Hungary for the same reasons listed in the section above.

2.10.2 Access to social welfare

Asylum seekers

The asylum seeker may be accommodated in a reception facility and receive an allowance following a statement on his or her financial means. If the asylum seeker does not have the resources to provide his or her livelihood or that of his family, the state might provide that person with the following:

- Accommodation (place with a view to maintain family unity)
- Three meals a day (or a corresponding amount of money as meal contribution),
- Cutlery and body hygiene kit (or a corresponding amount of money as hygienic contribution) and, if necessary,
- Clothing
- Monthly spending money without restriction on use,
- Travel discounts at public transport companies (Hungarian State Railways, Volán) in specific cases
- Costs of public funeral.
- Health care provisions
- Reimbursement of educational expenses as the asylum authority pays the costs of such children's participation in public education in the reception facility.
- Schooling subsidy,
- Subsidy for leaving the country on final exit

Access to health care is provided for asylum seekers as part of material reception conditions.\textsuperscript{308} It covers essential medical services and corresponds to free medical services provided to legally residing third-country nationals.\textsuperscript{309} Asylum seekers have a right to

\textsuperscript{307} Ibid.
\textsuperscript{308} Section 26 Asylum Ac.
\textsuperscript{309} A detailed list of health services can be found in Section 26 Decree 301/2007.
examinations and treatment by general practitioners, but all specialised treatment conducted in hospitals is free only in case of emergency and upon referral by a general practitioner. In practice, access to effective medical assistance is hindered by language problems because translators are not always available, as well as capacity problems.\textsuperscript{310}

The Public Education Act provides for compulsory education (kindergarten or school) to asylum seeker and refugee children under the age of 16 staying or residing in Hungary. Since education is not compulsory for Hungarian children which are 16 years or older the same applies for asylum-seekers. As such children above the age of 16 are not offered the possibility to attend school until they receive a protection status. In practice, research shows that difficulties exist in regard to unaccompanied minors of school age. More specifically, in 2015 in Fót unaccompanied minors could not be enrolled in school if they arrive during the school year (between September and June). This tendency is a step backwards compared to the previous practice.\textsuperscript{311}

Beneficiaries of international protection

According to national legislation, the social integration of refugees and beneficiaries of subsidiary protection is facilitated by the refugee authority in cooperation with the local municipality’s family support service competent at the residence of the refugee or beneficiary of subsidiary protection, in the form of support and integration contract defined by legislation. The task may also be implemented, partially or completely, by non-governmental organisations.\textsuperscript{312}

As mentioned above, beneficiaries of international protection must conclude a contract in order to receive monthly support. The integration contract is an agreement established between the client recognised as refugee or beneficiary of subsidiary protection and the refugee authority. If the client observes the rules described in the contract and cooperates with the family support service, he or she will receive integration support for 2 years on a monthly basis.

If the beneficiary has moved from the reception centre, but not yet concluded the integration contract, he or she is eligible for an ‘additional support’ until the execution of the integration contract or for a maximum of 6 months. The amount of additional support corresponds to the amount of employment substitution benefit (HUF 22,800). The application for additional support must be submitted to the refugee authority before finally leaving the reception centre or within 2 months.

Following the application for an integration contract, the refugee authority establishes contact with the family support service with competence according to the address indicated by the client. The social worker drafts a mentoring plan within 30 days following the execution of the contract. The beneficiary of international protection is obligated to cooperate in order to fulfil the goals defined in the mentoring plan. If the contract applies for a family as they are refugees or beneficiaries of subsidiary protection, the written consent of the spouse is required. The children are also eligible for the assistance of the family support service on the basis of the contract.

\textsuperscript{311} Ibid.
\textsuperscript{312} Section 32C.
The beneficiary of international protection is entitled to a range of support services including:

- The social worker helps to orientate the beneficiary to life in Hungary.
- The beneficiary is entitled to financial or in kind assistance if they are facing financial difficulties and the social worker assists in claiming this support. The amount of the financial support decreases every 6 months and reflects the family status (single or with family).
- The beneficiary may participate in community programs.
- The social worker assists the client when seeking job or sublet or facing other problems (disability, chronic disease, mental disorder, drug problem, addiction). Beneficiaries of international protection are entitled to equal social security with the Hungarian citizens, but it is independent from their residence-status.\(^{313}\)
- The workers of the family support service endeavour to assist the client with the social integration stipulated in the integration contract.
- The client may make comments on the work of the family support service which comments the refugee authority must investigate and inform the client about the result thereof within 15 days.
- Accommodation or housing allowance shall be granted as integration support if they meet the requirements set out in law.\(^{314}\) However, there is a general shortage of available housing.

The following table sets out the financial assistance provided:

**Table 5 – Level of financial assistance in Hungary**

<table>
<thead>
<tr>
<th>For a maximum of 24 months</th>
<th>For a single individual*</th>
<th>For a family (In total up to HUF 215,000 per month per family)*</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>For each major person</td>
<td>For each minor person</td>
</tr>
<tr>
<td>Months 1-6</td>
<td>HUF 90,000 per person per month</td>
<td>HUF 85,000 per person per month</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Months 7-12</td>
<td>HUF 67,500 per person per month</td>
<td>HUF 63,750 per person per month</td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Months 13-18</td>
<td>HUF 45,000 per person per month</td>
<td>HUF 42,500 per person per month</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Months 19-24</td>
<td>HUF 22,500 per person per month</td>
<td>HUF 21,250 per person per month</td>
</tr>
</tbody>
</table>

OIN accepts financial or in-kind donations from Hungarian and foreign legal and natural entities as well as organisations not being legal entities.\(^{315}\)

\(^{313}\) Ad-Hoc Query: Possible changes in the social security concerning the foreigners with residence permit on the grounds of protection status Requested by FI EMN NCP on 18 September 2015.

\(^{314}\) Governmental Decree 12/2001 (I.31.) on the State Subsidies for Housing.

\(^{315}\) Ad-Hoc Query on integration programme for beneficiaries of international protection. Requested by SK EMN NCP on 16 October 2015 Reply requested by 30 October 202015. Compilation created on 1 February 2016.
2.11. Ireland


2.11.1 Access to employment

Asylum seekers

There is no access to the labour market for asylum seekers in Ireland, according to Section 9(4) of the Refugee Act 1996 (as amended). Anyone who contravenes this provision is deemed guilty of an offence and is liable to a fine not exceeding EUR 643 or to a term of imprisonment not exceeding 1 month, or both penalties. To what extent asylum seekers work despite this legislation is unclear.

There is a dispersal mechanism for new asylum seekers which is the responsibility of the reception and integration agency. Asylum seekers are assigned an accommodation centre and in practice this restricts freedom of movement as there is a very limited financial support available to asylum seekers for travel.

In September 2015, with the migration crisis faced by the EU intensifying, it was announced that Ireland would allow 4,000 refugees to work in Ireland. The Minister for Social Protection, Joan Burton, said their application for asylum would be fast-tracked.

Beneficiaries of international protection

Beneficiaries of international protection have an equal right to work as Irish citizens. Their prospects of obtaining a job are, however, negatively affected by language barriers, limitations on mobility and by cultural differences (as in other countries). Those who are unemployed are entitled to a jobseeker’s allowance in the same way as Irish nationals.

2.11.2 Access to social welfare

Asylum seekers

Asylum seekers are entitled to full board accommodation, and as of 7 January 2016, each adult can receive EUR 19.10 per week (with an additional EUR 15.60 per child) as a personal allowance. In addition to this there is a personal clothing allowance. For healthcare needs, the Local Health Office is duty bound to provide, and in addition to this all children and young people are entitled to, free primary and post-primary education, and are required to be in school, as with Irish citizens, until at least 16.

Beneficiaries of International Protection

According to the Irish Citizen Information website, all individuals with refugee status are entitled to apply for social welfare payments on the same basis as an Irish citizen. Similarly, they are entitled to the same healthcare as Irish nationals.

2.12. Latvia

The legislation governing asylum and refugees are the **Immigration Law, Asylum Law, and Citizenship Law**.

General law governing asylum (procedure) is the **Latvian Asylum Law** amended in 2013 which establishes the asylum procedure and reception conditions for asylum-seekers, as well as some of the protection afforded.

The **Immigration Law of the Republic of Latvia** amended in 2014 sets out additional provisions relevant to the integration of beneficiaries of international protection.

**Section VII “Fundamental human rights” of the Constitution of the Republic of Latvia** enshrines the basic civil, political, economic, social and cultural rights contained in the international and European human rights instruments and serves as an important source of fundamental rights relevant to the integration of beneficiaries of international protection in Latvia.

2.12.1 Access to employment

Asylum seekers

From 2014, asylum seekers may work 9 months after launching an application for asylum. Prior to 2014, the period was 12 months. There is no requirement for a labour market test or a work-permit, and the asylum seeker has the right to work for any employer as well as to be self-employed. In the case where an asylum seeker wishes to start work, the State Border Guard includes the information on the right to work in the personal document of the asylum seeker. There are no additional restrictions.\(^{319}\)

Asylum seekers and those granted international protection receive Latvian language training either within the framework of projects funded through the European Refugee Fund or with the assistance of the State Employment Agency. However, the effectiveness of these language courses has been questioned due to the lack of adapted training programs, insufficient number of lessons and lack of funding. It has also been noted that psychological and socio-economic challenges faced by beneficiaries makes the acquisition of new language skills difficult. A 2011 report identifies language barriers as a major obstacle to accessing information related to the services provided by the State Employment Agency, including training, and, ultimately, obtaining employment.\(^{320}\)

As an asylum-seeker, may seek the services of a lawyer at their own expense or request free-of-charge legal assistance from local NGO. Free legal aid provided by the state is only available if the asylum application is rejected and the person decides to appeal this decision.\(^{321}\)

It should be noted that Latvia has a very low acceptance rate of asylum seekers, approving only 8.3% of asylum seekers from January to June 2015.

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\(^{319}\) European Migration Network, Ad Hoc Query Access to the labour market 2015.

\(^{320}\) Latvian Centre for Human Rights, Study on access to education of asylum seekers, refugees and persons with alternative status in Latvia, June 2011, available at [http://goo.gl/e8nhyb](http://goo.gl/e8nhyb)

Beneficiaries of international protection

The Ministry of Culture has overall responsibility for migrant integration and the Ministry of Interior and State Employment agency play a role in the employment regulations of asylum seekers and beneficiaries of international protections. Municipalities have been given competencies with regard to the integration of refugees registered within their administrative territories, including the provision of social assistance and services, the scope of which is determined by the residency and social status of the person concerned. The Migrant Integration Policy Index ranks Latvia 37th out of 38 countries with regard to its integration policies.

According to the Immigration Law, refugees and their families are granted permanent residency permits valid for 5 years. A person with alternative status (or subsidiary protection) is granted a temporary residence permit for 1 year and can be extended each year if the conditions qualifying the individual for alternative status persist. Family members of persons with alternative status are issued temporary residence permits for the same duration as the beneficiary. Asylum seekers over 16 years old and family members must pay a fee for the issuance of the residence permit (EUR 14.23 or if issued under an accelerated procedure EUR 28.46).

Persons, who have resided in Latvia continuously for five years with temporary residence permits, are eligible for permanent resident status if they have acquired knowledge of Latvian language and provide proof of sufficient means of income.

Some NGOs have argued that the status of refugees and particularly persons with alternative status ‘permits and confusion around the permits affects chances employment.

In line with the Law on Support to the Unemployed and to Persons in Search of a Job of the Republic of Latvia and the Law on Insurance Against Unemployment of the Republic of Latvia, refugees have the right to receive unemployment benefits under the same conditions as nationals if they (i) qualify for the status of unemployed(ii) have been insured against unemployment through social tax contributions for at least nine months during the last 12 months and (iii) the total duration of their social insurance in Latvia is at least 12 months. The majority of refugees are likely to fail to meet these criteria and will therefore not be eligible for unemployment benefits.

These laws stipulate that refugees and their family members have the right to receive the full scope of support, including Latvian language training on a non-discriminatory basis. Support

323 A person with alternative status is an individual, who is “a Third-Country National or stateless, who cannot be granted refugee status in line with Article 20 of the Latvian Asylum Law and who has been granted subsidiary protection in line with Article 23 of this Law due to a risk of serious harm if returned to his or her country of origin and who is therefore unable or unwilling to avail himself or herself of the protection of this country”.
324 UNHCR Integration of refugees in Latvia Participation and Empowerment, 2015
325 Republic of Latvia, Regulations by the Cabinet of Ministers No. 564 on Residence permits, 21 June 2010, Article 28(4) and Article 35.
326 UNHCR Integration of refugees in Latvia Participation and Empowerment, 2015.
327 See Republic of Latvia, Asylum Law; Regulations by the Cabinet of Ministers No. 210 on Benefits to refugees and persons with alternative status, and the Law on Support to the Unemployed and to Persons in Search of a Job, and Law on Insurance Against Unemployment, Article 3.
includes programmes increasing refugee competitiveness in the labour market, career counselling and paid temporary work. Uptake of these services is poor. Satisfaction with the language training is also low.\textsuperscript{328}

Some municipalities also provide Latvian language classes as part of their integration plans. However, in the case of Riga, unemployed persons are, excluded as they cannot benefit from the support provided by the State Employment Agency unemployment benefits.\textsuperscript{329}

Finally, some NGOs provide those under international protection with access to basic Latvian language classes, a conversational Latvian club professional training and assistance in the job search on a project basis. However, they are dependent upon external financing and are therefore not consistently available.

Recognition of qualifications by the Latvian institutions depends on whether the objective is to pursue further academic studies or to seek employment in un-regulated or regulated profession. Considering that extensive documentation, certified translations, application fee and in some cases an additional requirement such as knowledge of the Latvian language, recognition of professional qualifications is challenging for beneficiaries of international protection.\textsuperscript{330}

Refugees have the right of freedom of movement despite Latvia's reservation to Article 26 in the 1951 Refugee Convention.\textsuperscript{331}

\textbf{2.12.2 Access to Social Welfare}

Asylum seekers

Asylum seekers are accommodated the open Reception Centre Mucenieki run by the Office for Citizenship and Migration Affairs. It was established in 1998 with funding from the government of the USA, the Office of the United Nations High Commissioner for Refugees (UNHCR), and the government of Sweden. Its main purpose is to provide accommodation and food to asylum-seekers.

However, asylum seekers have reported that the financial assistance (a daily payment of EUR 2.15) received for subsistence, the clothing and the medical care provided was insufficient and could not cover the costs for transportation from centre into more urban areas. Some asylum seekers report struggling to survive and facing isolation.\textsuperscript{332}

Regulations by the Cabinet of Ministers\textsuperscript{333} set out the right to education for minors during the asylum procedure. Special provisions are provided for minor through agreements between the Ministry of Education and selected schools so that additional funding for individual tutoring in every subject is provided. Once the minor asylum-seeker is granted international protection, the agreement between the Ministry of Education and the chosen school ceases.

\textsuperscript{328} UNHCR Integration of refugees in Latvia Participation and Empowerment, 2015.
\textsuperscript{329} Ibid.
\textsuperscript{330} UNHCR.
\textsuperscript{331} UNHCR P80.
\textsuperscript{332} UNHCR Integration of refugees in Latvia Participation and Empowerment, 2015 P90.
\textsuperscript{333} Rules concerning access to education for minor asylum-seekers No. 174 of 23 February 2010.
Beneficiaries of International Protection

As mentioned above, municipalities play a central role in the provision of social services and support to beneficiaries of international protection. Integration-related activities are mainly financed through available EU funding mechanisms and co-financed by the Ministry of Culture and the Ministry of the Interior. Municipalities do not receive any financing earmarked for refugees from the state. A 2008 survey found that refugees experience challenges integrating into Latvian society due to cultural differences and unwelcoming attitudes on the part of the receiving community.

The Asylum Law provides refugees with the right to receive a subsistence allowance currently set at EUR 256.12 per person per month, tax-free for 12 months. Minors are eligible to 30 per cent of this amount. Persons with alternative status receive this allowance for nine months. It is unavailable to those who have employment for more than 2 months or if they earn an income, which exceeds the minimum monthly wage (EUR 360 per month before tax).

Beneficiaries of international protection over 7 years old may also receive a language tuition allowance which is capped at a maximum of EUR 49.80 per month per person for 12 months. Access to this financial assistance may be hindered as refugees often struggle to open bank accounts and this assistance will only be transferred to a bank account.

The rights of beneficiaries of international protection social assistance are set out in the Law on Social Services and Social Assistance. Distinctions are made between refugees and persons with alternative status. Refugees may claim the Guaranteed Minimum Income (GMI) benefit from municipalities provided they qualify for ‘indigent status’ (their medium income has not exceeded EUR 128.06 per person/month for the last three months) and other criterion set out in law including registration with the State Employment Agency. The amount of financial assistance is determined by the municipality. In Ropaži Municipality, for example, the GMI benefit is set at EUR 50 per person/month in Riga it is set at EUR 56.91.

Both refugees and those with alternative status may receive maternity, paternity, sickness, funeral and parental insurance provided they are socially insured. However, only refugees have the right to receive a monthly family allowance, parental leave allowance and a one-off allowance at the birth of a child.

Refugees and persons with alternative status have access to health care services, which are financed by the state and co-financed by the patients, under the same conditions as citizens of Latvia. Children are entitled to receive the same medical services free of charge. Psychological counselling, is generally not financed by the State, however, assistance apply to specific cases, where psychiatric medical assistance is provided at a psychiatric hospital, or

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334 Ibid.
335 Quality Research Studio, Integration of new members of the society, 2008.
336 Ibid.
337 Ibid.
338 Act80 adopted in 2002 and last amended in 2013.
when it is necessary in the provision of ambulatory psychiatric or palliative care to children.

Beneficiaries of international protection may extend their stay at the Reception Centre Mucenieki for an agreed period of time after the granting of the protection status provided they pay rent. They receive some assistance with regard to finding housing in the municipalities. Refugees have the right to purchase or rent real estate without additional restrictions. As the majority of refugees do not possess the financial means to acquire property, most shall rent using the subsistence allowance mentioned above. In Latvian legislation, provisions concerning access to housing are spelled out in both constitutional and municipal law. Municipalities provide social housing and other forms of assistance for housing but at differing levels. Persons with alternative status are not eligible for this housing allowance. Unaccompanied or orphaned minors, irrespective of status, are entitled to either receive social housing from the municipality.

A 2011 study on access to social assistance and services by persons with alternative status indicates that recipients of alternative status experience significant income, housing and employment insecurity.342

As indicated above, only asylum seeker minors receive tutoring support through an agreement between the Ministry of Education and their school. Once international protection is granted, individual tutoring may be provided by the school at its own discretion.343 A 2011 report on access to education for asylum-seekers, refugees and persons with alternative status in Latvia,344 reveals that although progress in the provision of access to education has been made and that relevant legislative norms have been broadened, some gaps remain. There is a lack of unified systems to test pre-existing knowledge, a lack of adapted educational materials and a lack of choice of the language of instruction.

341 UNHCR Integration of refugees in Latvia Participation and Empowerment, 2015 P56.
342 Office of the Ombudsman, Study on access to social assistance and services by persons with alternative status, 2012.
343 UNHCR Integration of refugees in Latvia Participation and Empowerment, 2015 P73.
2.13. Lithuania

| General law governing asylum (procedure): | **Law on the Legal Status of Aliens 2004** (as amended) sets out the procedures for applying for and granting of asylum, integration and naturalisation of third country nationals as well as the procedure for lodging appeals to asylum rejections. The issues of integration of those granted asylum (refugee status and subsidiary protection) are regulated by the **Description of the Procedure for Providing Lithuanian State Support for Integration of Aliens Who Have Been Granted Asylum in the Republic of Lithuania** approved by the Minister of Social Security and Labour of the Republic of Lithuania Order No A1-238 of 21 October 2004 (the latest amendments approved by Order No A1-668 of 18 November 2015). |

2.13.1 Access to employment

**Asylum seekers**

According to the Law on the Legal Status of Aliens of Lithuania, asylum seekers are not allowed to work while they await the outcome of their application for asylum. The outcome of the asylum application is decided within 3 months and only in exceptional circumstances within 6 months. No distinction is made between asylum seekers from safe third countries and others.

During this application period, language and IT courses are provided for asylum seekers in the Refugee Reception Centre in Rukla. There is only one such centre in Lithuania. Labour integration measures are not provided to asylum seekers but to persons granted asylum.

**Beneficiaries of international protection**

People who have been granted refugee status are issued a permanent residence permit valid for a period of five years. A person granted subsidiary protection receives a permit for two years after which he or she needs to reapply for another 2-year permit. After five years, the beneficiary of subsidiary protection access permanent residence. After 10 years, both categories of beneficiaries can apply for citizenship by proving their basic legal income and language fluency.

These beneficiaries of international protection are exempt from the obligation to obtain a work permit required by other non-EU migrants and have equal access to the labour market or to open a business in the same way as Lithuanian citizens. There is no labour market test or requirements for the ability to work.

The Refugees Reception Centre provides those granted asylum with accommodation at the initial stage of integration, organises intensive Lithuanian language courses, provides support

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345 See website [http://www.rppc.lt/3715/eu-support.html](http://www.rppc.lt/3715/eu-support.html)

346 Ibid.

347 Lithuania feedback on the Integration of beneficiaries of international/humanitarian protection into the labour market: policies and good practices, 2015 European Migrant Network

348 Ibid.
services and a 120-hour orientation courses. Free legal counselling is financed with EU funds as the state does not allocate resources for legal services.  

Due to the fact that the beneficiaries of international protection differ in terms of their age, nationality and background, the teaching of the state language would be more effective if it was personalised and tailored to a specific person according to his individual capacities and language. Lithuanian is currently taught from local textbooks and orally conveyed in Russian or English language, which creates difficulties those who speak neither of these languages. Funding for language tuition is minimal (EUR 2.90/hour), making it difficult to facilitate courses tailored to meet each person's abilities or hire competent teachers speaking the beneficiary’s mother tongue. Courses are most often conducted by social workers rather than qualified teachers. In addition, teaching material is often outdated and there is no use of modern technologies. Furthermore, the courses are not centralised so there is a lack of continuity when a person leaves the Refugees Reception Centre to a municipality. At the moment, there is a tender advertised for Lithuania language training at the Refugee reception centre in Rukla.  

The Description for International Protection provides for measures of integration into the labour market including vocational training and support. Services provide beneficiaries of international protection with information on the Lithuanian labour market and self-employment, employment law and contracts. Skills audits and individual plans are completed by an NGO or the Refugee Centre with the aim to help the beneficiary develop relevant skills, enable a change of profession or allow him or her to enter a new profession. Vocational training may be carried out under this programme.  

In practice, vocational training courses were organised by the Refugees Reception Centre and the Lithuanian Red Cross Society with funds of the European Refugee Fund. Participants were required to have a basic level of education and language competency. Over a short period of integration, beneficiaries of international protection often do not manage to learn the language well enough to access these courses. Moreover, much of the training requires proof of educational experience, many beneficiaries of international protection do not have documents certifying their education, complicating their access to training.  

From 2016, it is planned that an agreement with the local labour exchange shall enable the provision of these training programmes for those registered with the local labour exchange office. Obstacles exist in that these courses require Lithuanian language proficiency.  

In accordance with integration measures, new jobs may be created to employ beneficiaries of international protection by providing funds for integration support to an employer with an associated agreement. A person starting their own business may also be given from the funds allocated for integration in the form of once-off support to obtain a business certificate, to purchase or rent work tools.  

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349 Ibid.  
350 Interview with representative from organisation working in migration affairs in Lithuania, 15 March 2015.  
351 See section on legal frameworks.  
352 Interview with representative from organisation working in migration affairs in Lithuania, 15 March 2015.  
353 See note 3.  
354 See note 3.
It has been indicated that the current employment integration measures do not allow for an adequate and personalised assessment of the capacities of the persons who have been granted asylum and support to integrate into the Lithuanian labour market. It is argued that current measures undertaken are not comprehensive and do not focus on the achievement of specific objectives.\textsuperscript{355} 

The recognition of a beneficiary of international protection’s qualifications is carried out in accordance with a general procedure that applies to all foreigners and is not considered a support measure for integration. Therefore, all expenses are borne by the applicant. However, information on the processes and procedures are provided by the Centre for Quality Assessment in Higher Education to the Refugees Reception Centre staff and advice can be sought if needed. Information kits are available for the persons who have been granted asylum.\textsuperscript{356} Beneficiaries of international protection face practical barriers to the recognition of qualifications in that many lack the documentation necessary to provide evidence of their education.\textsuperscript{357} Furthermore, their skills and qualifications often are not the ones sought after by employers.

Those seeking employment while staying at the Refugees Reception Centre face difficulties in that the Centre is located in a remote area and the nearest city is 15 km away. Most cannot afford to cover these travel expenses and will only find a job upon moving to another city.\textsuperscript{358} Under previous regulation, persons granted asylum stayed in reception centres for up to eight months before their application was processed. In this period, they often faced isolation and lost relevant skills which in turn may have negatively influenced their self-confidence when entering the job market. Consequently, beneficiaries of international protection in Lithuania are usually employed in lower skilled positions in sectors such as wood processing, construction or catering.\textsuperscript{359} 

The funding for the integration of beneficiaries of international protection has been implemented using funds of international organisations, structural funds of the European Union, natural and legal persons of the Republic of Lithuania, humanitarian aid foundations, and non-governmental organisations.\textsuperscript{360}

2.13.2 Access to social welfare

Asylum seekers

Asylum seekers are provided with accommodation in reception centres and may use the services available for free. Special accommodation is available for vulnerable people.\textsuperscript{361} Asylum-seekers are also provided with the following

- Clothing, food and hygiene items

\textsuperscript{355} Interview with representative from organisation working in migration affairs in Lithuania, 15 March 2015.
\textsuperscript{356} See note 3.
\textsuperscript{357} Ibid.
\textsuperscript{358} Ad-Hoc Query on allocation of refugees to municipalities for integration purposes Requested by SE EMN NCP on 18th February 2013 Compilation produced on 27th May 2013.
\textsuperscript{359} See note 1.
\textsuperscript{360} Ibid.
\textsuperscript{361} The Organisation of Reception Facilities for Asylum Seekers in different Member States, 2014, European Migration Network Study.
- A monthly allowance of EUR 10 as there is no right to work until asylum is granted.
- Transport costs related to asylum application procedure are reimbursed.\(^{362}\)
- Free emergency care and, if living in the registration centres, to primary healthcare.\(^{363}\)
- The preparation and notarisation of all the documents connected with their application for asylum free of charge;
- Legal assistance granted by the State;
- Contact with the Lithuanian representatives of the United Nations High Commissioner for Refugees’ Office at any time;
- Free interpreting services
- Minors are provided with access to primary and secondary schooling.\(^{364}\)

As there are a shortage of interpreters and many staff at the Refugees Reception Centre lack knowledge of foreign languages, social and healthcare support is often limited accordingly.

**Beneficiaries of international protection**

Refugees holding a permanent residence permit are entitled to the equal social security status with citizens, with very few exceptions. Beneficiary of subsidiary protection, holding a temporary residence permit, can access only the social guarantees that are granted on a contributory basis.\(^{365}\)

After 5 years, if the beneficiary of international protection receives permanent residence permit, the beneficiary may apply for free educational courses on the same terms as Lithuanian citizens.\(^{366}\)

Beneficiaries of international protection while accommodated at the Refugees Reception Centre receive a monthly allowance of EUR 71.40 and family members receive EUR 61.20 from the centre.

When beneficiaries find accommodation in municipalities, for the first six months a single person receives an allowance of EUR 204, a two-person family receives EUR 306, a three-person family receive EUR 408 from the municipality. If there are more than three persons in a family, every other person is additionally paid a monthly allowance in the amount of EUR 51. The cap for the monthly allowance has been set at EUR 510/month regardless of the number of family members.\(^{367}\)

After the seventh month, the allowance is reduced by half and after 12 months the allowance ceases. This is aimed at encouraging beneficiaries of international protection to more promptly find a job to support themselves. Unemployment benefits are only paid to persons who have been working at least 18 months during the 36 months’ period.

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\(^{363}\) Migrant Integration Policy Index: Lithuania 2015.

\(^{364}\) Interview with representative from organisation working in migration affairs in Lithuania, 15 March 2015.

\(^{365}\) Ad-Hoc Query on Possible changes in the social security concerning the foreigners with residence permit on the grounds of protection status EMN, 18 September 2015.

\(^{366}\) Ibid.

\(^{367}\) Ibid.
In addition, the beneficiary may receive the following benefits: a lump-sum birth grant, income support, assistance in case of an illness, a funeral allowance upon the death of a family member, child benefits for a child who is under 7 years of age and does not attend a pre-school education institution, payment for pre-school education of pre-school age children, an allowance to purchase basic school supplies for school-age children.\textsuperscript{368}

The Refugees Reception Centre provides those granted international protection with accommodation for a period of up to 3 months with a possible extension to four months. Further support for integration is provided in a municipality for a period of 12 months.\textsuperscript{369}

The beneficiaries of international protection must find residential premises themselves with some support provided. On settlement, a one-time settling-in allowance is paid for purchase the basic furniture and household items (EUR 204). The persons who have been granted asylum have a possibility to join the general waiting list for social housing, though they do not enjoy any special privileges. Unemployed beneficiaries may face difficulties after 7 months if their allowance is reduced. Challenges also exist as beneficiaries face discriminatory attitudes in rental housing.

School education for children is compulsory; however, there are no targeted support measures for migrant children.

\textsuperscript{368} See note 1.
\textsuperscript{369} Ibid.
2.14. Luxembourg

The ministry with overall responsibility for Migrant Integration in Luxembourg is the Ministry for Family and Integration, with the Luxembourg Reception and Integration Agency managing asylum seekers and refugees at an operational level.

The Grand Ducal Regulation of 2012 defined the conditions for the implementation of the Welcome and Integration Contract meant for all immigrants (including EU citizens). This, in conjunction with Act of 05 May 2006, and Act of 16 December 2008 governs asylum and reception procedures. For applicants of international protection, the employment law was recently amended by Bill No. 6775 on the reception of international protection applicants in Luxembourg.

2.14.1 Access to employment

Asylum seekers

According to bill no. 6775 of February 2015 on the reception of international protection applicants in Luxembourg, asylum-seekers have access to the labour market after six months from when they submitted their application. After six months, in the absence of a refusal decision, and provided the applicant is not responsible for any delay, access is possible dependent on certain conditions.

The applicant can obtain a temporary ‘authorisation of occupation’ (AOT). A work proposal and work contract from an employer must first be presented and the asylum seeker must also pass a labour market test. Additionally, asylum-seekers cannot be self-employed and these rules apply to skilled workers as well. According to a European Migration Network Ad Hoc Query response, Luxembourg applies Art15/2 Clause 2 of the RCD recast, giving priority to EU and EEA nationals and to legally resident third-country nationals.

The ‘authorisation of occupation’ is subject to a number of restrictions. It is restricted to one profession with a single employer and is valid only for 6 months but can renewed. Asylum seekers may be refused an ‘authorisation of occupation’, either when first applied for, or when being renewed, due to developments in the labour market.

Beneficiaries of international protection

Beneficiaries of international protection and refugees have access to the labour market with the exception of the public sector, and they are authorised to engage in employed or self-employed activities subject to the same rules as other citizens. Beneficiaries of international protection have the right to life-long learning, vocational training, training for improving skills and counselling from the agency for employment under the same conditions as Luxembourghish nationals.

2.14.2 Access to social welfare

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370 Luxembourg, Responses to European Migration Network’s Ad Hoc Query Request, 2015.
371 Luxembourg, Responses to European Migration Network’s Ad Hoc Query Request, FEB 2016.
372 Article 59 (2) of the bill no 6779.
Asylum seekers

As a result of the Grand-Ducal Regulation of 8 June 2012, monthly a financial allowance for international protection applicants was reduced from EUR 107 per applicant to EUR 25 for those whose accommodation and food is provided by the state although monthly payments can be supplemented by assistance in kind or vouchers. According to the explanatory statement, the regulation was intended to encourage “awareness and responsibility on the part of international protection applicants”.

In cases where it is not possible to provide access to food, the monthly allowance is EUR 225 for adults, EUR 300 for couples, EUR 200 for additional adults, EUR 173 for teenagers between 12 and 18 years old, EUR 140 for children under 12 and EUR 225 for unaccompanied minors between 16 and 18 years of age.\footnote{Legislation 20 June 2012, Article 8, available at http://www.refworld.org/docid/3df5ff614.html, (Accessed 10 MAR 16).}

Asylum seekers are entitled to free access to basic healthcare and their insurance is paid by the state. They have equal access to such services as with any other citizen.\footnote{Article 1 (3) of amended 05 May 2006 Law, 8 June 2012 from “Legal Report on Access to Healthcare in 12 Countries,” ASEM available at https://mdmeuroblog.files.wordpress.com/2014/05/mdm-legal-report-on-access-to-healthcare-in-12-countries-3rd-june-20151.pdf, (Accessed 10 MAR 16).} For the first 3 months, however, the Luxembourg Reception and Integration Agency pays for emergency care through a system of vouchers until insurance comes in to effect in the fourth month. The National Health Fund pays for this insurance.\footnote{Luxembourg Red Cross, Nadia Conrardy, Luxembourg Report, http://www.roteskreuz.at/fileadmin/user_upload/PDF/Site/Mental_Health/Luxembourg.pdf, (Accessed 10 MAR 16).}

Beneficiaries of International Protection

Beneficiaries of international protection issued a residence permit with a minimum duration of three years which is renewable.\footnote{According to Article 57 (1) of the bill no. 6779, from “International Migration in Luxembourg: Continuous Reporting System on Migration”, OECD, University of Luxembourg, October 2015, available at http://orbilu.uni.lu/bitstream/10993/22528/1/INTERNATIONAL%20MIGRATION%20LUXEMBOURG_FINAL.pdf, (Accessed 10 MAR 16).} Luxembourg currently does not have an integration programme for beneficiaries of international protection. Once granted protection status, beneficiaries have access to social assistance (Minimum Guarantee Income) and healthcare (under the same conditions as Luxembourgish nationals).
2.15. Malta

Primary legislation concerning employment policies in relation to refugees and asylum seekers is set out in the Refugees Act, Chapter 420, amended by Act VI and VII of 2015, and the Immigration Act, Chapter 217. There are also a number of implementing decrees (please see below).

2.15.1 Access to employment

Asylum seekers

Asylum seekers have access to labour market after 12 months from when their application has been submitted, assuming it has not been denied in the meantime. There are on-going proposals to change this to 9 months. No labour market test is required for access to employment opportunities for asylum seekers and there are no restrictions on what sectors asylum seekers can work in. Nor are they limited to a maximum period of employment. Asylum seekers have freedom of movement around the island and there is no dispersal mechanism on reception although refugees can be accommodated at Open Centres on a purely voluntary basis. As has been reported in the press, and referenced in the Aida country report, “living conditions in open centres are challenging.”

There are restrictions on employment access in practice, namely the application or extension of employment licenses for asylum seekers to work which require renewal every 6 months at a financial and administrative cost of the employer. This can discourage employers from hiring asylum-seekers, in favour of other third-country nationals.

Asylum seekers who are not detained face a number of difficulties, in particular and not unlike many other countries: language obstacles, a lack of academic or professional qualifications, intense competition with refugees and other migrants for jobs, and limited or seasonal employment opportunities.

There are some vocational training courses available to asylum seekers although not specifically organised for them. Eligibility conditions vary among courses and eligibility criteria are not dissimilar to criteria for Maltese nationals.

Beneficiaries of international protection

According to the refugee commissioner, beneficiaries of international protection are entitled to “remain in Malta with freedom of movement and to be granted, as soon as possible, personal documents, including a residence permit for a period of three years, which shall be renewable.”

In addition, they will “have access to employment or self-employment activities, social welfare, appropriate accommodation, integration programmes, public education and training.

and to receive public medical care (provided that the social welfare benefits granted to beneficiaries of subsidiary protection may be limited to core social benefits).”

Lastly, they will “have access to employment or self-employment activities, social welfare, appropriate accommodation, integration programmes, State education and training, and to receive State medical care (provided that the social welfare benefits granted to beneficiaries of subsidiary protection may be limited to core social benefits”).

### 2.15.2 Access to social welfare

**Asylum seekers**

The Agency for the Welfare of Asylum Seekers (AWAS) offers a variety of services including: accommodation facilities, providing support to persons identified as ‘vulnerable’, providing information programmes in the areas of employment, housing, health, welfare and education, and promoting the Government’s schemes related to resettlement and assisted voluntary returns. If an asylum seeker is staying in an open centre they are entitled to a daily allowance of EUR 4.66.

In addition, Article 13(2) of the Refugees Act stipulates asylum seekers have access to public medical care. The specification of healthcare entitlements is vague and if asylum seekers are detained, the detention system hinders access to health services. The Aida information database indicates that “institutional obstacles prevent effective recourse to the mainstream health services when required, including in cases of emergencies: limited transport availability, absence of full-time medical staff in the detention centres, informal transactions for medicine, etc.”

**Beneficiaries of International Protection**

Although MIPEX found that Malta’s policies can be unfavourable for integration, (ranking 33rd out of 38 countries) and that refugees do not benefit from a comprehensive integration policy, the Maltese Government stresses equal rights and access to social welfare programs.

The MIPEX assessment on Malta’s healthcare indicates that entitlements are more unclear and discretionary than almost anywhere else but are slowly becoming more accessible and responsive to specific health needs.

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379 Malta Government, Refugee Commissioner Website, available at MT GOV Refugee Commissioner (Accessed 28 FEB 16)
2.16. Portugal

In Portugal, the High Commission for Migration has overall responsibility for migrant integration in accordance with Decree-Law no. 31/2014. Other key pieces of legislation include New Law on Entry, Stay, Departure and Expulsion of Foreigners, 2007, as well as the Nationality Law, 2006. According to Article 54 of the Asylum Act, 2014, Asylum seekers have access to the Labour Market. Net migration in Portugal is low and according to UNHCR data there were only 117 Refugees and 117 Asylum Seekers in June 2015. For Asylum-seekers, applications to work must be validated through the Institute of Development and Working Conditions Supervision (IDICT).

2.16.1 Access to employment

Asylum seekers

Asylum seekers have access to the labour market under Article 55, Asylum Act. There is no requirement for a work permit but asylum seekers do require a temporary residence permit, awarded when they make an asylum application. Before acquiring this residency permit, asylum seekers cannot perform a professional activity, nor attend professional courses. The employer of an asylum seeker must, according to one refugee guide, present a contract to the Institute of Development and Working Conditions Supervision. Cases for self-employment must be reviewed accordingly but there is not labour market test aside from this.

For support, Asylum seekers can reach out to institutions such as the Employment and Professional Training Institute which has Employment Centres distributed around the country. There is a distribution mechanism by which refugees are accommodated on a decentralised basis. Initially, asylum-seekers are housed in Lisbon and then dispersed across the country in order to encourage integration, in practice this accommodation allocation is the only restriction on freedom of movement. Language skills are identified as a crucial barrier to gaining employment, asylum-seekers can undertake generic language courses through CPR or other NGOs.

Beneficiaries of international protection

Once granted asylum, refugees will be in possession of a residence permit and entitled to work with the same rights as Portuguese nationals. According to the Portuguese Refugee Council (CPR), refugees and other beneficiaries experience difficulties in finding paid employment, namely due to lack of recognition of their previous work experience by employers. In addition, limited language skills hinder refugees’ employment opportunities,

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386 Id.
though training is provided by CPR and the Institute for Employment and Vocational Training.\textsuperscript{389}

Portugal ranks 2\textsuperscript{nd} out of 38 countries on the Migrant Integration Policy Index and is cited as having favourable labour market mobility conditions for immigrants and favourable anti-discrimination indicators.\textsuperscript{390} Despite economic crisis and austerity, Portugal has maintained its investment in integration. Refugees can benefit from immigrant targeted programmes, such as the National Immigrant Support Offices’ ‘Promotion of Immigrant Entrepreneurship’ (PEI), and ‘Mentors Program for Immigrants’ (PMI).\textsuperscript{391}

2.16.2 Access to social welfare

Asylum seekers

Asylum seekers are not granted free primary and emergency healthcare and instead are required to pay “moderation taxes”, as is the case with nationals.\textsuperscript{392} When an asylum seeker receives healthcare he is billed in accordance with these moderation taxes.

Housing is initially provided for asylum seekers by the CPR in Lisbon in the Refugee Reception Centre for the first 6 months of stay. The CPR then negotiates with local social services across the country to reallocate asylum seekers. The CPR oversees the dispersal mechanism.\textsuperscript{393} Although social support was temporarily suspended for asylum-seekers in 2011, it was slowly reinstated in 2013.

With a temporary residence permit, asylum seekers can apply for Minimum Guaranteed Income at Regional Social Security Centres. It is part of a social assistance programme and adheres to conditions of the income of the person being lower than the social pension (a value which is updated annually), and the income of the household being lower than the sum of the following values: 100\% of the value of Social Pension per adult, up to two adults; 70\% of the value of the Social Pension per adult, from the third onwards; 50\% of the value of the Social Pension per child. Asylum seekers may also be required to provide means of proof needed to verify their economic situation.\textsuperscript{394} The amount given is dependent on total income of the household.

Minors are required to fulfil a minimum of 9 years of schooling, and the starting age for compulsory education is 6. Minors are required to be in possession of a temporary residence permit in order to access normal schooling. Where individuals possess foreign documentation of education received, they can apply for recognition of their studies in order to be integrated into the Educational system. If they do not possess such documentation, they can take a diagnostic test and be allocated to the Basic Educational Department or Secondary Educational Department.

\begin{footnotesize}
\begin{itemize}
\item \textsuperscript{389} Id.
\item \textsuperscript{390} Portugal, Migrant Integration Policy Index, available at http://www.mipex.eu/portugal, (Accessed 09 MAR 16).
\item \textsuperscript{391} Id.
\item \textsuperscript{393} Id.
\end{itemize}
\end{footnotesize}
Beneficiaries of International Protection

According to Article 64 of the Portuguese Constitution, beneficiaries of international protection are guaranteed the right to healthcare through the National Health System (SNS). According to Law no. 48, 1990, foreigners and stateless persons are granted access, and further stated in Article 73 of the Asylum Law 27, 2008, foreign citizens legally residing in Portugal have access to the Health Service under the same conditions as Portuguese nationals.

CPR leaflets state that becoming self-sufficient by means of acquiring Portuguese language skills, and obtaining employment should be top priorities for refugees and as such financial support will be temporary to provide the appropriate incentive structure. The need for continued social security support to refugees is re-evaluated once every 3 months. CPR and other NGOs promote Portuguese language courses, as well as the Institute for Employment and Vocational training and local schools. These courses however are all optional and it is dependent on the initiative of the migrant. Courses run by Universities, Institutes, and language centres are typically delivered at a charge.

2.17. Romania

The law which currently regulates asylum in Romania, adopted in 2006, is law no.122/2006, also known as the **Asylum Law**, with amendments as recent as 2013. The Asylum law takes precedence over the **Aliens Law** except in instances where national defence is concerned according to **Article 147** of the Aliens Law.

2.17.1 Access to employment

**Asylum seekers**

Asylum seekers, according to Article 17 of the Asylum Law, 2006, have the right to access to the labour market under the same conditions as Romanian citizens after one year from the submission of the asylum application. If an asylum seeker is lodging a second application for asylum, this right is disbanded, even if the asylum seeker in question has been in Romania for more than one year.\(^{396}\) There is no labour market test that asylum seekers would have to pass in order to fill a position.

In practice, asylum seekers face certain difficulties without the right to work and insufficient financial aid, according to a UNHCR report.\(^{397}\) In addition, lack of awareness amongst employers of asylum seekers’ legal rights, coupled with the short-term validity of their identity cards as well as the scarcity of jobs puts asylum seekers in a difficult position. Many of them rely on their social networks in the host country in order to find informal or illegal work.

Asylum seekers are not restricted in their freedom of movement, though there is a dispersal system centred on available accommodation which in practice can limit an asylum-seekers’ movement or geographical reach of employment.

**Beneficiaries of international protection**

Beneficiaries have the legal right to equal treatment and access under the same conditions as Romanian citizens according to Article 20 of law no.122, 2006.\(^{398}\) They receive a personal identification code and residence permit, valid for three years in case of refugees and one year in the case of holders of subsidiary protection. Beneficiaries can register with a six-month integration plan with a possible extension of three months and are therefore eligible for financial-aid equivalent to the minimum wage in Romania. They also have the right to participate in cultural integration and language classes and vocational training.\(^{399}\)


2.17.2 Access to social welfare

*Asylum seekers*

Under Article 17 of the Asylum Law, 2006, Asylum Seekers have the right to receive free primary medical aid and proper treatment in an emergency hospital. Additionally, those with specials needs have the right to adequate medical aid.

Asylum seekers have the right, under Article 17, to receive upon request, necessary assistance for subsistence in amounts granted for food, accommodation and other expenses, as co-ordinated by the Ministry of Administration and Interior. Asylum seekers are provided accommodation in accommodation centres subordinated to the Romanian Immigration Office until their application is refused. Asylum seekers are granted financial aid of 108 RON/month (EUR 24.13).400

*Beneficiaries of International Protection*

According to Article 20, beneficiaries can benefit from social insurance, measures of social assistance and social health insurance, under the same conditions as stipulated by law for Romanian citizens.401 Additionally, upon request and within limits of disposable finances of the state, a reimbursable aid is granted for a period of a maximum of 6 months if a beneficiary does not have the necessary financial means of existence.

The beneficiary can apply to extend this for another 3 months. The monetary funds to grant reimbursable aid are ensured by Ministry of Labour, Family, Social Security, and Senior Citizens’ Welfare, through the National Agency for Payments and Social Inspection and delegated to territorial agencies.

The Romanian MIPEX data indicates that integration policies are limited to learning the language and neglect civic and political participation. The UNHCR report on access to employment identifies beneficiaries as being vulnerable, due to limited knowledge of the Romanian-language, and little communal support.

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2.18. Slovakia

The main legislative acts determining asylum procedures, reception conditions and detention procedures are the Act on Asylum, 2008 (with amendments since 2002), the Law on the Stay of Aliens, 2007 and Act No. 404, 2011 Coll. on the Residence of Aliens. In addition, Act No.5, 2004 on Employment Services. In addition, there are a number of implementing decrees, the main ones being: Migration Policy of the Slovak Republic’ Perspective until the year 2020; New Integration Policy, Government Resolution No. 45/2014 as well as various action plans published by the Ministry of Labour, Social Affairs and Family.

2.18.1 Access to employment

Asylum seekers

For asylum seekers must first acquire a work permit from the Offices of Labour, Social Affairs and Family, before being able to seek employment. Currently, an asylum seeker may apply for a permit if the Bureau of Border and Alien Police has not made a decision on his or her application for asylum within nine months.\(^\text{402}\)

Public representatives from Slovakia maintain that granting access to the labour market sooner than currently prescribed would attract irregular economic migrants who, according to the public representatives, would “often submit abusive applications” for asylum.

In order to obtain a work permit, asylum seekers need to first have been offered a position by an employer. Since any decision for a work permit may take up to 30 days, asylum seekers may not be able to start in a new position on the date preferred by employers, making them less attractive to potential employers in practice. More generally, the procedure for obtaining a work permit appears to be cumbersome, according to complaints filed on a government website.\(^\text{403}\) Asylum seekers therefore cannot be self-employed.

There is a system in place for allocating asylum seekers to different sites across the country where they are provided accommodation. Other than that, there is no restriction of freedom of movement for migrants.

Beyond formal concepts of integration introduced in 2009, the government has been slow to implement migrant integration strategies, indicating a gap between policy and practice.\(^\text{404}\)

Beneficiaries of international protection

Beneficiaries are granted permanent residence permits and as such work permits are not required and there is no restriction on beneficiaries’ access to the labour market. Additionally,


beneficiaries can be self-employed or start their own business. The Migrant Integration Policy Index found that conditions for labour market access were unfavourable for migrants.

According to a recent UNHCR report, beneficiaries face many obstacles in practice. Their inability to participate in the economy is a result of their low social status and general unawareness of their situation within Slovak society and amongst potential employers. This is coupled with a relatively low employment rate. The UNHCR report finds that beneficiaries are over represented in low-skill and unstable jobs with high turnover rates and little job security. Beneficiaries are more likely to find employment if they are fluent in Slovak and live in the capital or western Slovakia. Beneficiaries tend to rely on their own social networks and initiative to secure employment. Further, the UNHCR report states that work conditions for beneficiaries are worse than Slovak nationals and violate the Labour code, according to national legislation. Wages are lower and working days are longer than for their Slovak counterparts.

2.18.2 Access to social welfare

Asylum seekers

Asylum seekers are provided accommodation, and are either provided food or given a boarding-out allowance to buy food, and are given basic sanitary products for living. In addition, they are provided a living allowance and emergency health care and special needs care are provided for. Overall, there seems to be little targeted support. No policies or specific measures fostering integration of asylum seekers could be identified on government websites.

Language barriers, poor wages will have increased difficulty when seeking employment and integrating with local communities. Recently, the government implied it would accept only Christian asylum-seekers, stating that a lack of mosques would cause integration issues, and stated it would request asylum-seekers to disclose their religion when entering the country.

The Ministry of the Interior delegates preparation of asylum seekers to NGOs, who are the sole providers of language courses, as well as cultural orientation and professional retraining courses along with employment counselling.

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Beneficiaries of International Protection

Beneficiaries are granted a permanent residence permit. Adult beneficiaries are provided with a one-off lump-sum benefit in the amount of 1.5 times the national subsistence minimum level. In addition, the Officers of Labour, Social Affairs and Family grant social benefits to migrants in need, although it remains unclear to what extent this is implemented systematically and consistently. Beneficiaries have equal access to NGO provision as asylum seekers, with access to the same courses and schemes.
2.19. Slovenia

General law governing asylum (procedure): under the International Protection Act (last revised 21 November 2012), a refugee status and one of subsidiary protection can be granted. It can be expected that this year a new International Protection Act will be adopted with some changes regarding the rights and obligations of the asylum seekers and beneficiaries of international protection.

2.19.1 Access to employment

Asylum seekers

Asylum seeker may be issued a personal work permit nine months after the submission of an application for international protection for the period of three months with the possibility of extension for a period of three months. A valid personal work permit grants asylum seekers the same access to the labour market as Slovenian nationals and is issued irrespective of the situation in the labour market.\(^{410}\) A separate work permit is not required. Separate provisions exist regarding self-employment of asylum seekers.\(^{411}\)

There are no restrictions to the free movement of either asylum seekers or beneficiaries of international protection.\(^{412}\)

Beneficiaries of international protection

Refugees are granted a permanent residence permit whereas those under subsidiary protection are issued a temporary residence permit. Both categories enjoy unlimited access to the labour market, according to the Act on Employment, Self-Employment and Work of Aliens. As per Art. 6 of that Act, family members of recognised refugees also have access to the labour market.

In practice, there are systemic and practical obstacles for the employment of persons under international protection such as lack of language skills, cultural differences, lack of certificates to prove the individual has educational and professional qualifications, lack of work experience, medical problems, discrimination, structural imbalances in the labour market, and a lack of willingness of businesses to employ refugees. In recent years, the economic crisis has weakened the labour market in Slovenia. As a result, only a few refugees have a permanent job in Slovenia, even though they are generally willing to work. There are initiatives supporting migrant employment, for example by initially hiring them as translators. These initiatives are run both by NGOs and by government entities.

2.19.2 Access to social welfare

Asylum seekers

Subsistence support provided to asylum seekers includes basic care (including food, clothes and footwear, essential toiletries) if accommodated in Asylum Centre or financial support in case they stay in private accommodation. Asylum seekers are entitled to free medical care and education, EUR 18/month of financial support. The financial compensation is reduced by 15% of minimum income if the applicant is provided by an accommodation free of charge; by


\(^{411}\) Interview with European Migration Network National Focal Point.

\(^{412}\) Interview with European Migration Network National Focal Point.
40%, if he is provided with care and food free of charge and by 45% if he is provided by
clothes, footwear and essential toiletries free of charge. Changes are made based on the
applicant’s personal income. 413

Other benefits include free accommodation provided by the state or financial assistance for
private accommodation under certain conditions 414 as well as free legal aid for certain
procedures.

Language training is provided to adult asylum seekers whereas as minors are entitled to attend
Slovenian schools and receive additional assistance outside schools. Most of these extra-
curricular courses are provided at the asylum centres. 415

Most benefits which are contributory financed are available to third country
nationals regardless of their residence status in Slovenia. State-budget-financed
benefits such as family benefits, minimum resources and long-term care are
mostly only accessible to third country nationals who are registered as long-term
residents. 416

Beneficiaries of international protection

All beneficiaries of international protection have the right to language courses (300+100
hours), education, work and employment, healthcare, social welfare, exercise of rights from
public funds, information, counselling and integration assistance. They also receive financial
assistance to find private accommodation for up to three years, child benefits, extraordinary
financial social aid and municipal aid (once per year). Unlike some nationals, they are not
entitled to rent in social housing. Vulnerable individuals and families can stay in two
integration houses in Ljubljana (15 persons) and Maribor (45 persons) for 1 year or no more
than 1 year and a half where they receive extra support.

413 European Migration Network. Ad-Hoc Query on asylum support rates. Requested by the UK National
Contact Point on 1st February 2013. Compilation produced on 4th April 2013.
414 Interview with National Contact Point of European Migration Network.
415 European Migration Network. Ad-Hoc Query on support projects for applicants for international protection.
Requested by the LU EMN NCP on 16 February 2015. Compilation produced on 28 April 2015.
416 European Migration Network. EMN FOCUSED STUDY 2013. Migrant access to social security and
2.20. United Kingdom

The responsibility for the asylum process lies with the Secretary of State for the Home Office and this is allocated to the department of UK Visas and Immigration.

The key legislation is the Immigration and Asylum Act 1999, the Nationality Immigration and Asylum Act 2002, and the Asylum and Immigration Act 2004 with further acts dating to 2014.

2.20.1 Access to employment

Asylum seekers

Asylum seekers generally do not have access to the labour market and cannot undertake paid work, even if their application to the Home Office has been outstanding for over 12 months. The limited exception to this is that the applicant may apply to the Home Office to work if the application time has reached 12 months, but only in selected vacancies defined by the Home Office. The House of Lords are currently making amendments to a new clause to the Immigration Bill 2015-2016 which seeks to extend asylum seekers’ rights to work (and possibly reduce labour market access time from 12 months to 6). The government did not support this bill initially, the amendments will be reviewed at the end of March, 2016.

These selected occupations are specialist trades or professions that require substantial experience or education where there are shortages of suitably-qualified individuals (for example, a consultant in neuro-physiology, or an electricity substation electrical engineer). Self-employment is prohibited, meaning the majority of asylum-seekers are unable to work and must rely on social welfare. Successive governments have rejected calls to lift restrictions due to fears it could encourage unfounded asylum claims, despite the social and economic exclusion consequences for asylum seekers, as admitted in the UK Parliament.

In addition, asylum seekers are more vulnerable to exploitation through working illegally.

The UK does not participate in the recast Reception Conditions Directive and the government has confirmed it does not have any plans to change asylum seekers’ rights to work.

There is a mechanism for the distribution of applicants across the territory of the United Kingdom. They are allocated housing based on availability and are required to remain at that address. According to the Aida report, moves after dispersal are not common. Other than

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419 Immigration Bill 2015-2016 is currently being amended by the House of Lords, seeking to extend asylum seekers’ right to work (possibly reducing labour market access time). The government initially did not support this bill; the amendments will be reviewed at the end of March 2016. http://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN01908
420 Id.
421 Id.
accommodation allocation and the requirement to remain at that address there is no restriction on freedom of movement.422

Beneficiaries of international protection

According to the Human Rights Act 1998 and the Equality Act 2010, beneficiaries of international protection may work in the UK without any restrictions on employment or freedom of movement and can enjoy the same rights as other employees in the UK.423

Despite this, beneficiaries of international protection still face issues related to integration, partly due to cuts to funding which the Migrant Integration Policy Index identifies as adversely affecting the UK’s traditional strengths with regard to anti-discrimination policies and equality. While they have generally equal access to the UK’s labour market, low-educated beneficiaries of international protection can “go unaddressed by the UK’s even weaker targeted measures under austerity”.424

2.20.2 Access to social welfare

Asylum seekers

If asylum seekers, including those refused but still present in the country, are in need of care services, local authorities are obliged to assess and ensure provision under Section 47 of the NHS and Community Care Act 1990. This stems from Section 21 of the National Assistance Act 1948. The Slough judgement clarified local authorities’ responsibilities and what care means in this context and ruled that to qualify for support, an individual has to have a care need above and beyond the provision of accommodation, such as a medical problem.

Asylum seekers can register with a local GP and are entitled to access NHS healthcare without charge while their claim or appeal is being considered. They are only required to complete forms provided by the National Asylum Support Service.425

However, the Nationality, Immigration and Asylum Act 2002, under Schedule 3, prevents local authorities from routinely providing refused asylum seekers support if they are in the country unlawfully. This exclusion does not apply if it is in direct conflict with the terms of the Human Rights Act 1998. The Court of Appeal favoured the government in 2009 and found that refused asylum seekers were not eligible for free healthcare.426 They can of course pay for healthcare services if they have enough money to do so.

In accordance with the amended Immigration Act 2014, the Borders Citizenship and Immigration Act 2009 and the Immigration and Asylum Acts of 1999 and 2004, beneficiaries of international protection have the same rights as UK residents, including free healthcare under the NHS, but they must register with their local GP.\(^{427}\)

\(^{427}\) See below table.
Part 3: Funding available to local and regional authorities (practical guide)

1. Introduction

The issue of receiving refugees and their subsequent integration into Member State societies is likely to remain a challenge for public authorities at EU, national, regional and local levels alike. Local and regional authorities (LRAs) in particular are faced with a range of tasks for which they require additional financial resources.

The additional public spending needed in 2015 - 2016 for first reception services and support including housing, food, health and education, is considerable in some Member States. According to estimates by the International Monetary Fund (IMF), short-term fiscal costs may reach 1.0 % of GDP in Sweden, 0.6 % of GDP in Denmark, 0.4 % of GDP in Germany, 0.3 % of GDP in Austria and Finland and more than 0.2 % of GDP in Italy and the Netherlands.\textsuperscript{428} According to an estimation by the Cologne Institute for Economic Research for Germany alone, costs for social assistance and housing account for EUR 17 billion in 2016 and for EUR 22 billion if adding a lump sum of EUR 5 billion for language and integration courses, education and training.\textsuperscript{429}

The European Union (EU) allocates considerable financial resources to projects and measures related to EU policies and their implementation, including measures related to the integration of migrants. Whereas some funds are allocated to EU Member States, where national or regional authorities implement them, other funds are distributed and managed directly by the European Commission.

This guide intends to provide LRAs in the EU information on existing funding possibilities at the EU level to manage the acute challenges related to migration and the integration of asylum seekers and refugees. Financing instruments can vary in size, duration of funding, can be set for a specific term (e.g. multiannual programmes) or be open-ended, and can involve different eligibility criteria for applicants.


\textsuperscript{429} http://www.iwkoeln.de/infodienste/iw-kurzberichte/beitrag/fluechtlinge-folgen-fuer-arbeitsmarkt-und-staatsfinanzen-263939
How to read this guide

- **Section 2** provides a glossary of key terms used in the guide
- **Section 3** provides contextual information and highlights some overarching issues related to EU support for LRAs dealing with an influx of migrants
- **Section 4** provides a general overview of the key funding sources and their size
- **Section 5** allows the reader to identify the most relevant funding sources for different areas of migrant integration
- **Section 6** summarises key information for each of the EU funding sources in the form of factsheets including suggestions on where to find further information
- **Section 7** provides illustrative examples of national funding support to integration measures.
- **Section 8** provides a list of further reading material for some of the key EU funds.
## 2. Glossary and acronyms

<table>
<thead>
<tr>
<th>Term</th>
<th>Explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applicant for international protection / asylum seeker</td>
<td>A third-country national or stateless person who has made an application for international protection in respect of which a final decision has not yet been taken</td>
</tr>
<tr>
<td>AMIF</td>
<td>Asylum, Migration and Integration Fund</td>
</tr>
<tr>
<td>Beneficiary of international protection/refugee</td>
<td>A person who has been granted refugee status or subsidiary protection status as defined in points</td>
</tr>
<tr>
<td>EAFRD</td>
<td>European Agricultural Fund for Regional Development</td>
</tr>
<tr>
<td>EaSI</td>
<td>EU Programme for Employment and Social Innovation</td>
</tr>
<tr>
<td>EC</td>
<td>European Commission</td>
</tr>
<tr>
<td>EMFF</td>
<td>European Maritime and Fisheries Fund</td>
</tr>
<tr>
<td>ERDF</td>
<td>European Regional Development Fund</td>
</tr>
<tr>
<td>ESF</td>
<td>European Social Fund</td>
</tr>
<tr>
<td>ESIFs</td>
<td>European Structural and Investment Funds</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>FEAD</td>
<td>Fund for European Aid to the Most Deprived</td>
</tr>
<tr>
<td>LRAs</td>
<td>Local and Regional Authorities (public entities)</td>
</tr>
<tr>
<td>Migrant</td>
<td>A broader-term of an immigrant and emigrant, referring to a person who leaves one country or region to settle in another, often in search of a better life</td>
</tr>
</tbody>
</table>
3. Context

Before describing the key EU funding sources in further detail, it is helpful to highlight some key developments and actors in relation to EU support for LRAs dealing with migrant integration.

- The European Commission in 2015 published a European Agenda on Migration\(^{430}\) which inter alia provides LRAs with tools to manage migration, featuring a mix of short- and long-term actions. As part of the European Agenda for Migration, the Commission has been promoting a flexible and effective use of the existing funds for refugees.

- Eight amending budgets reallocated funding within the EU budget to addressing the refugee crisis. This included doubling the emergency assistance provided to the most affected Member States under the Asylum, Migration and Integration Fund (AMIF, EUR 25 m).

- The Partnership Principle has been introduced for the EU financing period 2014-2020 for all European Structural Investment funds (including the ESF) with the aim to involve LRAs and other organisations in the strategic planning and decision-making for the preparation, implementation, monitoring and evaluation of funding programmes.

- Under the Dutch Presidency in 2016, the EU launched an Urban Agenda establishing a partnership for the inclusion of refugees and migrants. Recognising the challenge of providing flexible housing for migrants, and the role of local governments in devising comprehensive integration strategies, the EU has set up this partnership to use EU funding related to the integration of migrants, asylum seekers and refugees.

- For the future, a Common European Refugee Integration Fund targeted at municipalities has been suggested by some stakeholders\(^{431}\). Such a fund may support LRAs financially for taking in refugees. In the short term, this fund should be financed by national contributions, to be integrated later on into the next Multiannual Financial Framework as a priority. However, at this stage it cannot be foreseen when such a fund may come to fruition.

The EU Financial Regulation\(^{432}\) has been revised in 2012 to simplify procedures. Smaller entities can now benefit from lighter procedures for grants up to EUR 60 000, such as lighter documentation requirements and the possibility to accept co-financing in kind (e.g. through the work of volunteers) as well as a number of simplifications in the financial procedures.\(^{433}\)

Nevertheless, the application procedure under some EU funds requires proper preparation and there are cases where it is difficult to reallocate money to migrant-related measures in the current funding period. It is often easier to open up measures for which funding has already been secured for migrants, and asylum seekers and refugees in particular, than to devise new measures for which funding then has to be obtained.

\(^{430}\) Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, a European Agenda on Migration, COM(2015) 240 final, 13.5.2015.


Below we provide a list of key information resources:

- **The most important website for EU calls for proposals is the Tenders Electronic Daily (TED).** It presents information about every EU procurement document, it is updated on a daily basis with public procurement notices from the European Union and it allows users to search for procurement by sector, country and region.

- **The European Innovation Partnership for Smart Cities and Communities** is a platform for the development and exchange of innovative solutions to the major environmental, societal and health challenges facing European cities today.

- **Europe Direct** is a central information service, which provides information on EU law and project grants.

- A list of managing authorities for the Structural Funds in every region can be found here.

- **The SIMAP portal** provides access to most important information about European public procurement, including on the types of contracts tendered through TED, the relevant EU directives on procurement, a list of standard forms used, information on how to send electronic notices and links to further information.

- **Tips for potential contractors** are provided in the Commission’s publication “Doing business with the European Commission”.

Moreover, there are several platforms in place at European level aimed at supporting key stakeholders (including those at regional and local levels) in devising and implementing integration measures for migrants:

- **National Contact Points on Integration** via the European Migration network creating a forum for the exchange of information and good practice between Member States at EU level, with the purpose of finding successful solutions for integration of immigrants coordinating national policy co with EU initiatives.

- **European Website on Integration** – one-stop resource point for practitioners working on integration issues containing updates on upcoming events, online library of key documents, collection of good practices, overview of funding opportunities

- **Handbooks and modules on integration** including publications on good practices on different aspects of integration policy for practitioners (e.g. introduction courses for migrants, integration governance, media and integration, awareness-raising measures)

- **European Integration Modules** designed to provide flexible reference frameworks that can be adapted to the different contexts of Member States in order to contribute to successful integration policies and practices across Europe

- **An overview of local and regional authorities demonstrating good practices** in the area of integration

- **Eurocities** is a network of major European cities made up of elected local and municipal governments and engaging with the European Commission on local policy issues.
- **Council of European Municipalities and Regions** is an association of local and regional governments in Europe that aims to influence European policy and legislation in areas relevant to LRAs.

- The **European Committee of the Regions** is the EU's assembly of regional and local representatives from all 28 Member States. Its mission is to involve regional and local authorities in the EU's decision-making process and to inform them about EU policies.

### 4. Overview of funding

This section provides a general overview of the most important funding sources at the EU level for measures integrating migrants, distinguishing between:

- Funding sources primarily supporting short-term measures (such as improving reception conditions for asylum seekers)
- Funding sources primarily supporting long-term measures (such as integrating migrants into the labour market),

The different focus of funds on short-term or long-term measures means that LRAs can try to seek funding for various measures during the integration process, from accommodating incoming asylum seekers to providing them with health services, language and integration classes, to preparing them for the labour market and educating their children.

#### Table 7 – Key EU funding sources

<table>
<thead>
<tr>
<th>Name of funding source</th>
<th>Size of budget (in EUR)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Short-term measures</strong></td>
<td></td>
</tr>
<tr>
<td>Asylum, Migration and Integration Fund (AMIF)</td>
<td>3.1 billion 2014-2020</td>
</tr>
<tr>
<td>Work Programme 2016 under the Health Programme</td>
<td>58 million in 2016</td>
</tr>
<tr>
<td><strong>Both short-term and long-term measures</strong></td>
<td></td>
</tr>
<tr>
<td>Fund for European Aid to the Most Deprived (FEAD)</td>
<td>3.4 billion</td>
</tr>
<tr>
<td>European Maritime and Fisheries Fund (EMFF)</td>
<td>6.4 billion 2014-2020</td>
</tr>
<tr>
<td><strong>Long-term measures</strong></td>
<td></td>
</tr>
<tr>
<td>European Social Fund (ESF)</td>
<td>86.4 billion 2014-2020</td>
</tr>
<tr>
<td>European Regional Development Fund (ERDF)</td>
<td>183 billion 2014-2020</td>
</tr>
<tr>
<td>Rights, Equality and Citizenship Programme</td>
<td>0.4 billion 2014-2020</td>
</tr>
<tr>
<td>European Agricultural Fund for Regional Development (EAFRD)</td>
<td>99.6 billion 2014-2020</td>
</tr>
<tr>
<td>EU Programme for Employment and Social Innovation (EaSI)</td>
<td>0.9 billion 2014-2020</td>
</tr>
<tr>
<td>Erasmus+ programme</td>
<td>16.4 billion 2014-2020</td>
</tr>
<tr>
<td>Horizon 2020</td>
<td>80 billion</td>
</tr>
<tr>
<td>Creative Europe</td>
<td>1.5 billion until 2020</td>
</tr>
</tbody>
</table>
It should be noted that the numbers in the second column of the table above refer to the overall budget available for these funds. Only a portion of these figures will be eligible for migrant-related funding. It is often difficult to ascertain the exact amounts relevant for migrant-related funding given that many funds do not specify migrants as a separate target group but are nonetheless open to migrants participating in supported measures. Ultimately, the share of these funds going to migrant-related measures depends on the nature of applications that EU fund managers receive and that are successful.
5. Eligible measures for which funding is available

For each of these areas in the table below, the specific funding sources available/suitable have been highlighted.

**Table 8 – Key EU funding sources by area of integration**

<table>
<thead>
<tr>
<th>Housing</th>
<th>Professional training/education</th>
<th>Language skills</th>
<th>Employment</th>
<th>Health</th>
<th>Civic participation &amp; cultural awareness</th>
</tr>
</thead>
<tbody>
<tr>
<td>AMIF</td>
<td>AMIF</td>
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<td>ERDF</td>
<td>Erasmus+</td>
<td>Erasmus+</td>
<td>Erasmus+</td>
<td>ERDF</td>
<td>ERDF</td>
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<tr>
<td>FEAD (OP 2)</td>
<td>ERDF</td>
<td>ERDF</td>
<td>ESF</td>
<td>ESF</td>
<td>Rights, Equality and Citizenship Programme</td>
</tr>
</tbody>
</table>

434 for reception of asylum seekers only.
435 under Community Led-Local Development CLLD for reception of asylum seekers only.
436 specifically support to victims of crime/violence.
6. Detailed Summaries of Funding Sources

6.1 Asylum, Migration and Integration Fund (AMIF)

The AMIF was set up for the period 2014-20\(^{437}\). The Fund’s general objective is ‘to contribute to the efficient management of migration flows and to the strengthening and development of common policy on asylum, subsidiary protection and temporary protection and the common immigration policy, while fully respecting the rights and principles enshrined in the Charter of Fundamental Rights of the EU’.\(^{438}\)

Legal basis of AMIF are the following regulations:

The AMIF combines the previous European Refugee Fund, European Return Fund and European Integration Fund implemented in the framework of the MFF for 2007-13.

Amount available and duration of financing instrument

The AMIF has a total budget of EUR 3.137 billion for the period 2014-20. Of this:

- EUR 2.7 billion will be allocated to national programmes, of which 20% must be allocated to programmes that support legal migration and effective migrant integration, and 20% to asylum measures.
- EUR 385 million is collectively allocated to emergency and technical assistance.
- EUR 360 million is allocated to other activities including Union resettlement programme.

Contact Details of unit or person in charge.

The Asylum, Migration and Integration Fund (AMIF) is administered by DG Migration and Home Affairs.

Details are available from the AMIF website (EU Asylum, migration and integration fund website). Most of the funds are channelled through national programmes (shared management). These programmes are prepared, implemented, monitored and evaluated by the responsible authorities in the Member States in partnership with the relevant stakeholders in the field including civil society and approved by the Commission.

The national contact points of the European Migration Network (EMN NCPs) co-ordinate a national network of relevant stakeholder organisations with expertise in migration and asylum and might be able to provide specific information on country programmes. The EMN NCPs are available here.
The AMIF combines a number of previously separate instruments, namely the External Borders Fund (EBF), European Return Fund (RF), European Refugee Fund (ERF) and European Fund for the Integration of third-country nationals (EIF).

The Fund’s four specific objectives are:

- **Asylum**: strengthening and developing the Common European Asylum System by ensuring that EU legislation in this field is efficiently and uniformly applied;
- **Legal migration and integration**: supporting legal migration to EU States in line with the labour market needs and promoting the effective integration of non-EU nationals;
- **Return**: enhancing fair and effective return strategies, which contribute to combating irregular migration, with an emphasis on sustainability and effectiveness of the return process;
- **Solidarity**: making sure that EU States which are most affected by migration and asylum flows can count on solidarity from other EU States;
- **Networking**: This Fund also provides financial resources for the activities and development of the European Migration Network (EMN).

Member States propose their national programmes to meet these objectives. This is followed by negotiations between European Commission and Member States on the details of national programmes. Member States have to identify and nominate a responsible authority for the management of the fund as well an audit authority. Assuming that the programme is approved, the national authority then manages and distributes the funds to the national, regional and local levels, as specific to the country situation.
List of types of actions supported by the instrument

As indicated above, EU regulations define the specific objectives which should be attained namely Asylum, Legal migration and integration, Return and Solidarity. The relevant action areas are shown below:

Table 9 – Relevant objectives and target groups AMIF

<table>
<thead>
<tr>
<th>Relevant specific objectives of the Fund</th>
<th>Relevant priority areas and eligible actions</th>
<th>Target groups/beneficiaries</th>
</tr>
</thead>
</table>
| **SO 1: Strengthening and developing the Common European Asylum System by ensuring that EU legislation in this field is efficiently and uniformly applied** | a) the provision of material aid, including assistance at the border, education, training, support services, health and psychological care;  
b) the provision of support services such as translation and interpretation, education, training, including language training, and other initiatives;  
c) the setting-up and improvement of administrative structures, systems and training for staff and relevant authorities to ensure effective and easy access to asylum procedures for asylum seekers and efficient and high-quality asylum procedures, in particular, where necessary, to support the development of the Union acquis;  
d) the provision of social assistance, information or help with administrative and/or judicial formalities and information or counselling on the possible outcomes of the asylum procedure, including on aspects such as return procedures;  
e) the identification of vulnerable groups and specific assistance for vulnerable persons | a) those who enjoy refugee status or subsidiary protection status as set out in Directive 2011/95/ EU;  
b) those who have applied for international protection referred to in (a) and have not yet received a final decision;  
c) those who enjoy temporary protection within the meaning of Directive 2001/55/EC;  
those who are being or have been resettled in or transferred from a Member State. |
<p>| <strong>SO2: Supporting legal migration to EU States in line with the</strong> | 1.2 information packages and campaigns to raise awareness and promote intercultural dialogue, including via user-friendly communication and information technology and websites; | Asylum seekers and other migrants in regular residence situation in MS |</p>
<table>
<thead>
<tr>
<th>Relevant specific objectives of the Fund</th>
<th>Relevant priority areas and eligible actions</th>
<th>Target groups/beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>labour market needs and promoting the effective integration of non-EU nationals</td>
<td>2.2 the assessment of skills and qualifications, as well as enhancement of transparency and compatibility of skills and qualifications with those of a MS; 3.2 training enhancing employability in a MS; 4.2 comprehensive civic orientation courses and language tuition; 5.2 assistance in the context of applications for family reunification [Council 2003/86/EC (1).] 6.2 setting up and developing such integration strategies with the participation of local or regional actors, where appropriate, including needs analysis, the improvement of integration indicators, and evaluation, including participatory assessments, in order to identify best practices; 7.2 providing advice and assistance in areas such as housing, means of guidance, health, psychological and social care, child care and family reunification; 8.2 actions introducing TCN to the receiving society and actions enabling them to adapt to it, to inform them about their rights and obligations, to participate in civil and cultural life and to share the values enshrined in the Charter of Fundamental Rights of the EU; 9.2 measures focusing on education and training, including language training and preparatory actions to facilitate access to the labour market; 10.2 actions designed to promote self-empowerment and to enable TCN to provide for themselves; 11.2 actions that promote meaningful contact and constructive dialogue between TCN and the receiving society, and actions to promote acceptance by the receiving society, including through the involvement of the media;</td>
<td></td>
</tr>
</tbody>
</table>
12.2 actions promoting both equality of access and equality of outcomes in relation to TCN’s dealings with public and private services, including adaptation of those services to dealing with TCN;
13.2 capacity-building of beneficiaries, as defined in point (g) of Article 2 of Regulation (EU) No 514/2014, including through exchanges of experience and best practices, and networking.

**Specific actions**

The AMIF offers the possibility of additional funding to the Member States in the form of specific actions. These specific actions are designed as top-up funding, i.e. an additional amount for the Member States who are willing to implement under their national programmes actions that respond to specific EU priorities. These actions are mostly joint actions such as joint return and reintegration operations and the development of transit and processing centres for refugees (Annex 2 of the AMIF Regulation). It is important to note that these actions may benefit from an increased co-financing rate of 90%. With regard to EU level activities, funding is made available for emergency and technical assistance.

The Annual work programme sets out the funding priorities for technical assistance and calls for proposals are made on specific issues.

**Emergency assistance**

Financial assistance can be provided under AMIF to address urgent and specific needs in the event of an emergency situation resulting from:

- Severe migratory pressure in one or more Member States characterised by a large and disproportionate inflow of third-country nationals, which places significant and urgent demands on their reception and detention facilities, asylum systems and procedures;
- The implementation of temporary protection mechanisms within the meaning of Directive 2001/55/EC; or
- Severe migratory pressure in third countries where refugees are stranded due to events such as political developments or conflicts.

The Annual Work Programme for emergency assistance sets out the nature of grants implemented under direct management and the actions implemented under indirect management.
List of eligibility criteria as relevant to LRAs

All EU States except Denmark participate in the implementation of this Fund. Applications for emergency assistance can be submitted only by Member States, international organisations or EU agencies. However, other entities can be involved in the implementation of the action as co-applicants.

Local and Regional Authorities and Civil Society may respond to national level calls for proposals as well as EU proposals. Examples of beneficiaries of the programmes implemented under the AMIF are state and federal authorities, local public bodies, non-governmental organisations, humanitarian organisations, private and public law companies and education and research organisations.

The Article 20 of the EU Regulation 516/2014 sets out the eligibility criteria for Union actions: To be eligible for funding, actions shall, in particular, support:

- The furthering of Union cooperation in implementing Union law and in sharing best practices in the field of asylum, notably on resettlement and the transfer of applicants for and/or beneficiaries of international protection from one Member State to another, including through networking and exchanging information, on legal migration, on integration of third-country nationals, including arrival support and coordination activities to promote resettlement with the local communities that are to welcome resettled refugees, and on return;
- The setting-up of transnational cooperation networks and pilot projects, including innovative projects, based on transnational partnerships between bodies located in two or more Member States designed to stimulate innovation and to facilitate exchanges of experiences and best practices;
- Studies and research on possible new forms of Union cooperation in the field of asylum, immigration, integration and return and relevant Union law, the dissemination and exchange of information on best practices and on all other aspects of asylum, immigration, integration and return policies, including corporate communication on the political priorities of the Union;
- The development and application by Member States of common statistical tools, methods and indicators for measuring policy developments in the field of asylum, legal migration and integration and return;
- Preparatory, monitoring, administrative and technical support and the development of an evaluation mechanism required to implement the policies on asylum and immigration;
- Cooperation with third countries on the basis of the Union’s Global Approach to Migration and Mobility, in particular in the framework of the implementation of readmission agreements, Mobility Partnerships and Regional Protection Programmes;
- Information measures and campaigns in third countries aimed at raising awareness of appropriate legal channels for immigration and the risks of illegal immigration.
**Rules on co-financing**

National Programmes: co-financing may be required and would be set out in national plans. With regard to funding from the Union, this will depend on the call for proposals.

**Breakdown by Member States**

The chart below indicates the national allocations of AMIF\(^{439}\).

**Figure 2 - AMIF allocation by Member State funding period 2014-2020, in EUR million\(^{440}\)**

![Bar chart showing AMIF allocation by Member State]

*Source: Regulation (EU) No 516/2014*

*In absolute terms, the UK has received the largest national allocation, followed by Italy, France, Greece and Spain.*

**Disbursement and absorption rates**

The following table indicates the differences between commitments and payments of AMIF (in EUR)

**Table 10 - 2014-20 financial envelope (in current prices and as % of total MFF)**

<table>
<thead>
<tr>
<th>Year</th>
<th>in current prices</th>
<th>% of total EU budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>Commitments 403.26 million</td>
<td>0.28%</td>
</tr>
<tr>
<td></td>
<td>Payments 165.82 million</td>
<td>0.12%</td>
</tr>
<tr>
<td>2015</td>
<td>Commitments 416.74 million</td>
<td>0.29%</td>
</tr>
<tr>
<td></td>
<td>Payments 336.58 million</td>
<td>0.24%</td>
</tr>
</tbody>
</table>

*Source: European Parliamentary Research Service, 2015, ‘Briefing How the EU budget is spent’*

\(^{439}\) Data source: Regulation (EU) No 516/2014.

\(^{440}\) Data source: Regulation (EU) No 516/2014.
Good practice examples

Projects funded under emergency assistance include:441

- Emergency assistance granted to Italy for consolidating reception capacities in respect of migratory flows reaching strategic border points of Italian territory. Organisations awarded the EUR 1.7 million were allocated to the Italian Red Cross, UNHCR, IOM, Save the Children Italia.

- Provision of essential sanitary and humanitarian reception conditions to care for the irregular migrants in Calais, France. La Vie Active was awarded EUR 5.100.000

Grants awarded for support to Union Actions under the Asylum, Migration and Integration Fund include:

- Funding for a pilot project to trial Alternative European Models to Providing Protection to Refugees. This project implemented by IOM, ICMC and UNHCR received 500 000 Euros and co-financed 95% of the eligible costs.

- Direct award of action grant for European Council on Refugees and Exiles (ECRE) for gathering and analysis of information related to the national asylum systems. This EUR 100 000 grant co-financed 90% of the eligible costs.

- International Organization for Migration in Belgium was awarded EUR 613.082,79 for a Skills2Work Programme.

- Forum Réfugiés led a consortium of organisation to develop TRACKS to Identify of Trafficked Asylum seeKers' Special needs. The Grant was valued at EUR 335.662,26.

Projects and funding made available under the National Programmes are numerous. The three predecessors to the AMIF offer examples of the range of actions that can be co-financed:

- For asylum-seekers and refugees, measures included: support and practical assistance to unaccompanied minors (Belgium); improvement of reception conditions (Estonia); and mental health services for asylum-seeking children who have been victims of torture (Finland).442

A full list of awarded projects can be seen here.

The Commission website includes a database which lists previous migration and security projects funded under the instruments that have been consolidated into AMIF in 2014, namely the External Borders Fund (EBF), European Return Fund (RF), European Refugee Fund (ERF) and European Fund for the Integration of third-country nationals (EIF).

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- **For legal migration and integration**, examples of financed actions are: 'learning cafes', providing support to immigrant children with school work and personal development (Austria); language education and intercultural mediation for newly arrived migrants (Italy); and raising awareness of the risks of female genital mutilation with a view to preventing this practice, particularly within sub-Saharan immigrant communities (Spain).

- For **irregular immigration and return**, past actions included: voluntary assisted return and reintegration programme for irregular migrants (Ireland); training for officials to improve the skills needed to escort irregular immigrants during the forced return process (Latvia); and strengthening cooperation with third-country diplomatic missions (Romania).
6.2 Work Programme 2016 under the Health Programme

With health systems across the union facing sustainability changes from changing demographics, a fragile economic recovery, an increase of health inequalities between member states, and an increase in the prevalence of chronic disease, the Health Programme’s purpose was to improve the health of EU citizens. Specific objectives include:

- The Promotion of health, prevention of diseases, and fostering supportive environments for healthy lifestyles,
- Protecting citizens from serious cross-border health threats,
- Contributing to innovative, efficient and sustainable health systems,
- Facilitating access to better and safer healthcare for Union citizens.

Contact Details of unit or person in charge.

The managing authority for this programme is the DG Health and Food Safety, Unit C1, headed by Stefan Schreck, Stefan.schreck@ec.europa.eu

Calls for Proposals are managed by the Consumers, Health, Agriculture and Food Executive Agency: CHAFEA-HP-CALLS@ec.europa.eu; http://ec.europa.eu/chafea/health/projects.html

Amount available and duration of financing instrument

Health Programme has a total budget of EUR 449.4 million for the period 2014-2020.

The total amount available under the Work Programme for 2016 is EUR 57 992 112 with a breakdown as follows:

- Grants: EUR 36 300 000
- Prizes: EUR 60 000
- Procurement: EUR 14 913 112
- For other actions: EUR 6 719 000

Funds are directly managed by the Commission. The availability of funds specific to healthcare measures for migrants is unspecified and flexible. It is implemented on a case by case basis and is dependent on the specification of the proposal.
Description

The existing health programme has wider, indirect benefits for migrants. Recently, however, a new Work Programme was adopted for 2016 in the context of the health programme. One of the Work Programme’s specific objectives is to address the priority on migration and respond to the current high influx of refugees in Europe, the work programme includes procurement and grants for action in that area.

While this targets refugee’s healthcare, it does not enable specific migrant integration measures. Nevertheless, this can assist LRAs in the short term in managing the high influx of asylum seekers and refugees, and enable better reception conditions through improved healthcare.

Types of actions supported by the instrument

A full list of activities supported by this Fund is available [here](#). Below are the activities supported by the instrument relevant to migrants:

- **Direct Grant agreement with International Organisations**: Best practices in care provision for vulnerable migrants and refugees (grant to the World Health Organization (WHO))
- **Procurement**: Pilot specific training modules for health professionals, border guards and trainers in migrants' and refugees' health;
- **Training programme for first-line health professionals, border officers and trainers working at local level with migrants and refugees**;
- **Study on enhancing information provision to patients**.

Application procedure

Projects are selected via calls for proposals. The deadline for the Work Programme 2016 Calls for Proposals is 2 June 2016. Applications must be made via the Health Programme Agency website, CHAFEA, found [here](#).

Eligibility criteria as relevant to LRAs

Applicants must be legally established organisations, including public authorities, public sector bodies, in particular research and health institutions, universities and higher education establishments.

Applicants participating in a project proposal have to be different legal entities (i.e. independent from each other) from at least 3 countries participating in the Health Programme.

Only applications from entities established in one the following countries are eligible:

- EU Member States
- Iceland and Norway
Countries which have a bilateral agreement with the European Union in accordance with Article 6 of Regulation (EU) No 282/2014 on the establishment of a third Health Programme for the Union's action in the field of health (2014-2020).

**Rules on co-financing**

Co-financing is required. For Member state authorities, available EU co-financing is 60%, this may be go up to 80% if members meet criteria set out in Annex VII to the Work Programme regulation (available [here](#)).
6.3 Fund for European Aid to the Most Deprived (FEAD)

**Description**

The Fund for the European Aid to the Most Deprived replaces the former EU food aid programme for the most deprived persons (PEAD). One of the five European Structural and Investment funds, FEAD is designed to fund measures in Member States to provide food aid, to fight material deprivation and to support social inclusion.

FEAD is complementary to the European Social Fund (ESF). It targets people furthest away from the labour market, supporting the most deprived persons. The European Commission and Member States planned to ensure co-ordination with the ESF in order to prevent double funding. The Commission also ensures there is no overlap with operational programmes carried out under the ESF.

**Amount available and duration of financing instrument**

The FEAD’s total budget is 3.8 billion for 2014-2020, with an additional EUR 674 million in national co-financing.

**Contact details of unit or person in charge**

EMPL.F1: ESF and FEAD: Policy and Legislation, Marie-Anne Paraskevas, Senior Policy Officer marie-anne.paraskevas@ec.europa.eu

Unit B3 – Financial Instruments and relations with International Financial Institutions REGIO-B3-FINANCIAL-INSTRUMENTS@ec.europa.eu
**Types of actions supported by the instrument**

The fund supports national schemes implemented at national, regional, or local level by public entities or non-for-profit organisations through two operational programmes:

- **OP 1**, distribute **food and/or material assistance** to the most deprived persons. This includes basic material assistance and the support of distribution as well as accompanying measures, specifically activities aimed at social inclusion.

- **OP 2**, provide accompanying measures contributing to the **social inclusion** of the most deprived persons. This does not include “activation measures”, i.e. measures towards employment or housing, education or training for migrants in general. It could, however, cover activities towards the inclusion of elderly people or children in society.

Member states can commit to either one, or both, of the operational programmes depending on requirements. Most states commit to OP 1, but it should be noted that social inclusion measures can still be included under OP 1 even if a country has not committed to OP 2.

Presently, only four Member States (Germany, Denmark, the Netherlands, and Sweden) have opted for OP2, limiting the scope of this fund to support migrant-related measures.

The scope is wide enough to specifically target asylum seekers and migrant integration (excluding labour market access), with the additional possibility of funding reception measures in light of the migrant crisis. This is dependent on a national operational programme’s definition of “the most deprived persons” (according to Article 2(2) of the FEAD regulation).

If the national definition of asylum-seeker is included under “most deprived persons”, FEAD funds can be used for both **short-term measures** in improving reception conditions with increased aid to food, and clothing, and **long term** measures supporting social inclusion measures (excluding labour market access measures which are covered by the European Social Fund).

**Application procedure**

LRAs interested in this fund should reach their national managing authorities. FEAD now comes under the management of Social Affairs ministries and not ministries of agriculture. Often the managing authority for FEAD will be the same as the authority for ESF. National managing authorities will have already published their operational programme (in September 2014).

For a list of managing authorities by country including contact details, see [here](#).
If funding cannot be sourced alone, you can apply to use the fund through cooperation with other organisations such as the Red Cross and Caritas, which could help to widen the scope of existing measures. NGOs do not require co-financing and so this may be an easier route.

If LRAs wish to amend existing operational programmes they can propose amendments via their national managing authorities. This is advised if wishing to re-direct funds to other measures relevant to migrants. At present, no amendments have been proposed despite an EC press release requesting immediate action, according to the FEAD Senior Policy Officer.443

**Eligibility criteria as relevant to LRAs**

FEAD supports public entities, including national, regional and local authorities; NGOs and charities, and welfare organisations. Expenditure shall be eligible for support from an operational programme if it is incurred by a beneficiary and paid between 01 December 2013 and 31 December 2023 allowing for some flexibility compared to the formal funding period lasting from 2014-2020.

In accordance with the EU legislation, operations shall not be selected for support by an operational programme where they have been physically completed or fully implemented before the application for funding under the operational programme has been submitted by the beneficiary to the managing authority, irrespective of whether all related payments have been made by the beneficiary.

Measures must be covered by operational programmes in their respective countries (though there is scope to amend national operational programmes after they have been agreed to accommodate additional measures). Measures may receive support from an operational programme provided that they have been selected in accordance with a fair and transparent procedure and on the basis of either of the criteria laid down in the operational programme or approved by the monitoring committee as appropriate.

For OP 1 programmes, the food and/or basic material assistance for the most deprived persons may be purchased by the partner organisations themselves. The food and/or basic material assistance for the most deprived persons may also be purchased by a public body and made available free of charge to the partner organisations. In that case, the food may be obtained from the use, processing or sale of the products disposed of in accordance with Article 16(2) of Regulation (EU) No 1308/2013, provided that this is economically the most favourable option and does not unduly delay the delivery of the food products to the partner organisations.

For OP 2 programmes, the selection criteria and lists of operations selected for support shall be communicated upon adoption to the monitoring committees at national level of the operational programmes co-financed by the ESF.

An operation supported by the Fund shall not receive support from more than one operational programme co-financed by the Fund or from another Union instrument in order to avoid double funding.

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**Rules on co-financing**

National co-financing is required. The co-financing rate is up to 85% of public expenditure, meaning Member States have to contribute at least 15%.

**Breakdown by Member State**

**Figure 3 - Breakdown by Member State funding period 2014-2020, in EUR million**


1. Food support (in the form of food packages or meals); basic material assistance (basic consumer goods of limited value and for the personal use of the most deprived, e.g. clothing, footwear, hygiene goods, school material, sleeping bags).

2. In the case of OP 2 measures, example activities include bringing recipients to other existing services, language courses, civic orientation operations (information on conditions, rights and obligations), basic language support and training, health promotion activities.
Good practice examples

Provided migrants are targeted by FEAD operations (depending on national operational programmes) migrants could benefit from both OP 1 or 2. The European Commission recently confirmed the following examples as available to migrants, including asylum seekers:

Project Example “Being healthy – the right of poor people in Sweden” from Doctors in the World/Medecins du monde (FRISK)

Participants will have been offered to take part in practical support and health promotion. Funds were agreed in September 2015. The programme launched in December 2016 and is on-going to December 2018.

Participants strengthened their opportunities for participation, empowerment in the long and short term, and competencies in their access to healthcare. The project aimed at broad cooperation between civil society and the public sector in Sweden, mainly infectious disease centres, social services and health care.

The project is mainly aimed at EU Citizens but does not turn any individuals away that require support. The NGO currently employs 5 practitioners in Stockholm. While this measure does not exclusively target migrants, it is an example of good practice that could be implemented as a migrant-specific measure.
6.4 European Maritime and Fisheries Fund (EMFF)

**Description**

One of the five European Structural and Investment funds, the European Maritime and Fisheries Fund (EMFF) seeks to promote growth and job based recovery in Europe. The EMFF provides support to coastal communities in diversifying economies, and increasing territorial cohesion.

Coastal communities can utilise this fund to promote social inclusion, combating poverty and discrimination, as well as invest in education, training and vocational training for skills and in quality employment and supporting labour market mobility as stipulated by EU regulation No. 1303/2013.444

**Amount available and duration of financing instrument**

EUR 6.4 billion allocated in total by the EU in the financing period 2014-2020, with 11% managed by the European Commission, and 89% is managed by EU member. An additional EUR 2.2 billion is financed through national budgets.


**Contact details of unit in charge**

Interested parties may contact National Contact Points for the national operational programme of the allocated European Maritime and Fisheries Fund (EMFF). National contact points are available [here](#).
**Types of actions supported by the instrument**

As of November, 2015, the European Commission has explicitly stated that the EMFF can be used for migrant integration projects, and furthermore, to fund reception procedures and facilities of asylum seekers in coastal communities as a result of the refugee crisis.445

EUR 4.34 billion has been budgeted for the main objective sustainable fisheries, ensuring and creating sustainable jobs, as well as local development and support to fisheries areas, as well as marketing and processing. However, only 9% of total EMFF spending (EUR 774 million of EUR 8.6 billion) has been allocated to employment and territorial cohesion (which affects refugees and migrants).446

Many of the aims of this fund are not directly linked to migrant integration, however it can be used to promote social inclusion of migrants (a listed objective by EU regulation) and implemented accordingly. This is dependent on a national operational programme that includes community cohesion projects, and in some instances some countries choose not to include this in their programmes. Austria, Belgium, the Czech Republic, Malta, and Slovakia do not include LRA led development plans in their budget.447

Countries that do implement LRA led community development initiatives vary in their administrative and fiscal commitment. There is no explicit targeting of refugees or migrants but an emphasis on overall inclusion and promoting social cohesion in communities dependent on fisheries. The support provided includes training for unemployed youths, spouses or partners of fishers and can provide aid for business start-ups of young fisherman, including refugees.448 This fund is not aimed at short-term measures (improving reception conditions for asylum seekers for instance) but can have long term benefits from social inclusion projects as a mainstreamed migrant integration strategy.

**Application procedure**

In order to apply for funds, LRAs need to consult their national managing authorities and their respective country’s operational programme. LRAs then need to follow the relevant application procedures so that the managing authority can check the eligibility of a project and whether it meets selection criteria and investment priorities. National authorities are listed here, and operational programmes are listed here.

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Eligibility criteria as relevant to LRAs

Eligibility requirements are more relevant to national programmes as funding for Community led cohesion programmes are only funded through countries and not directly by the Commission. Generally, they adhere to the administrative practices stipulated by Part 2 of the EU Regulation No. 1303 and the thematic objectives but LRAs need to consult their national contact points for eligibility requirements.\(^{449}\) For example, in the UK, the government provides a guide on what activities are eligible for EMFF funding.\(^{450}\) The Marine Management Organisation assesses proposals for funds (on a competitive basis) which will then provide conditions for project implementation and stipulate the financial amount awarded.

Rules on co-financing

Although many national operation programmes stipulate they are co-financed (to a varying degree) EMFF funded projects are not exclusively co-financed.\(^{451}\)


**Breakdown by Member State**

Below is the total EU allocation of EMFF (2014-2020), with Spain being allocated the largest amount by a significant lead of nearly EUR 500 million. France, Italy, Poland are also large recipients of this fund. This table is drawn from the European Commission website, found here.

**Figure 4 – Total EU Allocation of EMFF (2014-2020)**

![Diagram of Total EU Allocation of EMFF (2014-2020)]

Source: From the European Maritime and Fisheries Fund website, European Commission, available here.
In a case study for Part 1, Greece, (section 3.4) CSES considered the local authority of Lesvos, one of five islands in the North Aegean region, a Greek island close to the Turkish border and a bottleneck entry point for migrants into Europe, whose mayor had claimed they had received no funding from European structural funds. This is an example where EMFF budgets can be well placed in accordance with shared management procedures in Greece. The Commission had also announced measures to utilise EMFF funds directly towards emergency relief and aid for the refugee crisis.

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6.5 European Social Fund (ESF)

Description

The ESF is the EU’s main instrument to promote employment and job quality, improve access to the labour market, and social inclusion, integrate disadvantaged people into society and ensure fairer life opportunities for all:

- In the short term, as it mitigates the consequences of the current economic crisis, especially the rise in unemployment and poverty levels;
- In the longer term, as part of Europe’s strategy to remodel its economy, creating not just jobs, but an inclusive society.

Contact details of person in charge

The main contact person is Manuela Geleng, Head of Unit at the Social Affairs; Social Investment Strategy unit at the Directorate-General for Employment, Social Affairs and Inclusion; Manuela.Geleng@ec.europa.eu

Total amount available and duration of financing instrument

In 2014-20, the ESF will provide some EUR 86.4 billion in funding.
The ESF can provide a valuable support to the integration of migrants in Member States through measures addressing their employability needs and to facilitate their access to the labour market. It also provides important support to improve the administrative capacity of public administration services and NGO with responsibilities in this area.

However, given that the existing common indicators used to measure progress under projects co-funded by the ESF cover migrants jointly with beneficiaries with a foreign background (but no migrant experience themselves) and minorities (including marginalised communities) it is difficult to extract the portion of the funds that directly benefits migrants. The EU Member States have to allocate at least 20% of their ESF resources under the thematic objective "poverty and social inclusion". As this is, traditionally, the thematic objective which covers measures that target (or at least also benefit) migrants, it is expected that a relevant support from the ESF can be steered to this target group.

**Types of actions supported by the instrument**

There are four themes under which the actions supported by the ESF can be subsumed – the ones relevant for integration measures for migrants are highlighted in bold:

- **Train people and help them get into work**
- **Promote social inclusion** (accounting for at least 20% of overall funds)
- **Improve education and training**
- Improve the quality of public services in your country.

Within the first priority (training), measures tackling gender equality can be of particular relevance to migrant integration.

Within the second priority (social inclusion), the theme most relevant for the integration of migrants, the following types of actions are supported: 9i (active inclusion), 9ii (integration of marginalised communities) or 9iii (combating all forms of discrimination) – this can include measures such as specific training for asylum seekers such as language classes, counselling and assistance to asylum seekers and their families, campaigns against the discrimination of asylum seekers.

Within the third priority (education and training), the following types of actions are particularly relevant for migrants: promote equal access to good quality early childhood, primary and secondary education.

More specifically, the following thematic objectives are of particular relevance for migrant-related measures:
<table>
<thead>
<tr>
<th>Relevant thematic objectives</th>
<th>Examples of migrant-related measures</th>
</tr>
</thead>
</table>
| **TO 8 – Promoting sustainable and quality employment and supporting labour mobility**      | • Short interventions such as counselling, CV writing, in-work experience, recognition of qualifications  
• Individualised support for migrant mothers  
• Support to improve access to employment services for migrants, support to job insertion for refugees and asylum seekers, prevention of undeclared work, support to entrepreneurship |
| **TO 9 - Promoting social inclusion, combating poverty and any discrimination**             | • Pre-training courses, individual counselling and guidance, alternative job opportunities for reducing the distance from employment  
• Community-based services  
• Comprehensive employment programmes (incl. language learning, social skills training, mentoring)  
• Measures to prevent social and labour discrimination of migrants  
• Measures for integration of asylum seekers in the labour market through entities set up in the framework of social innovations |
| **TO 10 - Investing in education, training and vocational training for skills and life-long learning** | • Educational integration of children, extra-curriculum activities for students  
• Training of teachers and specialists to support migrant children  
• Continuous training, incl. language courses, actions against early school leaving  
• Intercultural education |
| **TO 11 - Enhancing institutional capacity of public authorities and stakeholders and efficient public administration** | • Support for reform processes of the migration offices |
| **Youth Employment Initiative (YEI)**                                                      | • Measures combatting youth unemployment |
Migrants and asylum seekers are explicitly mentioned as target groups under the ESF. Besides providing individual support to asylum seekers, refugees and their families, the ESF may also support anti-discrimination initiatives and reinforce the administrative capacity of public administrations, including child protection systems, and NGOs that are dealing with the influx. Taking into account the mission of the ESF as set out in the Treaty, the support for asylum seekers must always aim to facilitate their integration into the labour market. As a consequence, there are three cases in which ESF support can be granted to asylum seekers:

- When they are legally able to participate in the labour market: This varies between Member States from immediate access to 12 months after lodging the application for asylum;
- For vocational training actions;
- For actions concerning the education of their children.

**Fund management mode**

The administration of the ESF follows the principle of shared management with the European Commission and Member States jointly agreeing on priorities, budgets, and actions for a 7-year-cycle (currently: 2014-2020) through the means of Partnership Agreements (PAs).

Operational Programmes (OPs) break down the overarching strategic objectives agreed in the Partnership Agreement into investment priorities, specific objectives and further into concrete actions for the seven-year programming period. OPs are negotiated between national authorities and the Commission. Implementation on the ground, through OPs, is managed by the relevant authorities in each country, at national or regional level. The OPs and PAs as well as other relevant information by country can be found here and here.

National governments organise calls for proposals to receive applications for actions to be funded by the ESF in their countries. They review applications from local and regional authorities, and other project promoters, and then disperse the money they receive from the EU under the ESF.

**Application procedure**

National or regional ESF websites where calls for proposals can be found are listed on the contact page of the Commission. If no website is provided for your country, contact emails for the governmental department or persons responsible in the managing authority are listed, and they can advise on where to find information about ongoing calls for proposals. To find out who is the relevant ESF managing authority in your country or region here.
For grants below EUR 50,000, a simplified procedure applies by which money is paid out in the form of lump sums rather than having to trace every euro. This should generally allow for faster payment to beneficiaries.

**Eligibility criteria as relevant to LRAs and target groups**

ESF funds are eligible for public administrations, NGOs, welfare organisations and social partners.

Activities carried out by LRAs can be supported under the institutional capacity and public administration thematic objective as well as under Technical Assistance.

Both EU and third country nationals can participate and benefit from measures funded by the ESF. Asylum seekers are eligible once they have obtained legal access to the labour market (in case of vocational training and children education they are eligible after arrival depending on national conditions) as per the rules set out in the Reception Conditions Directive. Asylum seekers and refugees are explicitly mentioned in the ESF Regulation as one target group that may receive support by the ESF (recital (6) of the Regulation).

Indirectly, migrants can also benefit from other measures under the ESF for disadvantaged groups or the unemployed once having acquired the necessary language skills. They may also benefit from a higher level of service quality in the context of institutional capacity building.

The openness of ESF funding for migrant integration is reflected in the fact that one of the commonly used output indicators is: migrants, people with a foreign background, minorities (including marginalised communities such as the Roma) to verify that such people also participate in funded measures. Typically however, the indicators used to measure results of ESF-funded measures do not explicitly mention specific target groups but are nevertheless suitable to assess results of interventions that may also benefit migrants, as illustrated by the examples below:

- Inactive participants newly engaged in job searching upon leaving;
- Participants in education/training upon leaving;
- Participants gaining a qualification upon leaving;
- Participants in employment upon leaving.

The eligibility criteria are further specified in the individual calls for proposals.

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457 ECORYS. 2013. Setting and adjusting targets for ESF Operational Programmes Background Paper.
**Rules on co-financing**

The national co-financing rate ranges from 50 - 85% (95% in specific cases), depending on the type of measure.

The Youth Employment Initiative under the ESF has shown that low pre-financing rates (advanced funding before launch of a measure) can be a hurdle for NGOs and other entities (including LRAs) to use European funds, in particular in countries with less wealthy economies.\(^{458}\)

**Breakdown by Member State**

ESF minimum allocations range from EUR 20 million for Luxemburg and EUR 106 million for Malta to EUR 13.2 billion for Poland and EUR 10.5 billion for Italy.\(^{459}\) In Germany, ESF-funded measures benefitted 178,000 migrants between 2007 and 2011.\(^{460}\)

**Figure 5 - Breakdown by Member States in 2014-20**


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Germany has recently launched a model programme "Early intervention" to be rolled out in 2016, ensuring early skills assessment and support for acquiring skills following the third month of registration.

The ESF-funded Lotsendienst (Pilot service) for migrants advised some 1 400 migrants who were interested in setting up their own businesses. 735 of these did just that through individual coaching. The start-ups were also supported by business start-up pilot schemes during their first year of operation.¹

A local support centre for the integration of immigrants helped 1 215 immigrants in Portugal by providing social and legal assistance, as well as contacts and information to gain access to employment. The ESF contributed EUR 383 736 to the project between 2012 and 2014.¹

According to the ESF online database, many other countries have set up measures supporting immigrants, such as a Coaching project for labour market in Sweden, support for migrant entrepreneurs in Belgium or projects to boost employability of female immigrants in France.

Further project examples can be accessed here.

*Good practice examples*
6.6 European Regional Development Fund (ERDF)

Description

The ERDF provides financial support for the reduction of economic, social and territorial disparities and thus strengthens cohesion in the EU. The fund can finance measures in fields such as social, health, education, housing and childcare. Between 50% (in lesser developed countries) and 80% (in more developed countries) of funding needs to go to measures supporting certain priorities:461

- Innovation and research;
- The digital agenda;
- Support for small and medium-sized enterprises (SMEs);
- The low-carbon economy.

Amount available and duration of financing instrument

EUR 196.6 billion is available under the ERDF from the EU in the current funding period 2014-20, EUR 277 billion if adding national co-funding. The EU contribution to social inclusion and, educational and vocational training, technical assistance, and employment, the most relevant areas for integration of migrants, is EUR 11.9 million, EUR 6.2 million, EUR 5.5 million, and EUR 3.3 million respectively, see also section 6.6.5 below.

Contact details of unit in charge

The main contact person is Stefan Appel, Head of Unit B3 Financial Instruments and International Financial Institutions Relations at the Directorate-General for Regional and Urban Policy;

REGIO-B3-FINANCIAL-INSTRUMENTS@ec.europa.eu or Stefan.Appel@ec.europa.eu

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461 https://cohesiondata.ec.europa.eu/funds/erdf
Types of actions supported by the instrument

The types of measures supported include:

- Productive investment;
- Investment in infrastructure providing basic services to citizens (e.g. transport);
- Investment in social, health, educational and other infrastructure and equipment;
- Networking, cooperation and exchange of experience between relevant organisations.

ERDF-funded measures should also contribute to the EU’s jobs and growth strategy, Europe 2020, which includes the priority areas employment, education, social inclusion and poverty reduction.

Social integration of migrants – both intra-EU and third country nationals – can be subsumed under the social inclusion and poverty reduction pillar. Measures can include investments in social, health, education, housing and childcare infrastructure, deprived urban areas and business start-ups of migrants seeking self-employment.

Application Procedure

The ERDF is implemented at a national level by a national managing authority. Grants are awarded through calls for proposals. Tenders are published in the national language and potential applicants should contact the managing authority in their country for more information. To find your managing authority, click here.

The ERDF cannot finance administrative and transport costs for relocation of refugees or return of migrants to their homeland, costs for search and rescue operations, rent for temporary accommodation in hotels or private housing, salaries of staff affected to the Migration Management Support Teams.

Eligibility criteria as relevant to LRAs

Eligible organisations under the ERDF are:

- Local, regional and national authorities and administrative bodies;
- Social, cultural and educational institutions, NGOs;
- Companies, SMEs including micro-enterprises and Social Economy Enterprises and associations.

To check if your region falls under the category (1) Less Developed Regions, (2) Transition Regions or (3) More Developed Regions, click here. Depending on the category, the ERDF resources allocated to the above-mentioned priorities will vary:

- In more developed regions, at least 80 % of funds must focus on at least two of these priorities;
- In transition regions, this focus is for 60 % of the funds;
- This is 50 % in less developed regions.
Areas that are naturally disadvantaged from a geographical viewpoint (remote, mountainous or sparsely populated areas) benefit from special treatment. At least 5% of the ERDF resources are set aside for outermost areas through 'integrated actions' managed by cities. Furthermore, some ERDF resources must be channelled specifically towards low-carbon economy projects in more developed regions (20%), transition regions (15%) and less developed regions (12%). This means that any projects with a clear link to any of these priorities will have a higher chance of obtaining ERDF funding.

While the ERDF cannot specify support for target groups it can be used for programmes from which refugees (and migrants) may benefit. In addition to measures under the above-listed priorities, it is within the remits of this fund to strengthen the institutional capacity of public administration and services including those dealing with the integration of migrants. Moreover, it is possible on a case-by-case basis to support emergency measures such as building up reception capacities for migrants.

A list of projects funded in the past can be found here.

Allocation by Member State

As the figure below shows, the largest amount of ERDF funds under the current period is taken by Poland, followed by Italy and Spain.

Figure 6 - EU contribution under ERDF - breakdown by Member State 2014-2020, in EUR million

Source: https://cohesiondata.ec.europa.eu/funds/erdf

As the chart below shows, the largest share of funding goes to less developed regions, followed by cohesion and more developed regions. Relatively little money goes to cross-border cooperation and measures supporting youth employment.
Figure 7 - Breakdown by thematic area, in EUR million

Source: https://cohesiondata.ec.europa.eu/funds/erdf
Good practice examples

The examples below may serve as a source of inspiration for projects relevant to the integration of migrants that are eligible for ERDF funding.

During the last programme period, the ERDF has financed 99 projects in Italy for setting up multifunctional centres for legal migrants, promoted coexistence in a multicultural neighbourhood in Spain and a multi-functional educational and care centre in a disadvantaged urban district in the Netherlands.1

The National Operational Programme ‘Sicurezza’ has to-date financed 99 projects that established centres for legal migrants in the four regions covered by the programme: Sicily, Campania, Calabria and Puglia. The ERDF allocation for the programme is EUR 79 million. The investment helped build temporary accommodation for immigrants as well as language labs, recreational and sport spaces. Healthcare services and psychological support

The SucceSs project (Cross Border Cooperation) aimed at enhancing the employment possibilities for those who are most excluded from the labour market, such as legal migrants. The project is the result of cooperation between five agencies in Belgium, France and the UK.

The URBACT programme facilitates the establishment of networks of cities in different Member States around a specific topic. The OPEN Cities project brought together cities that explored how the right type of environment can be built to attract and retain the pool of talent that is available in migrant communities.

The urban regeneration of the District 2 of Terrassa (ES) aimed to promote coexistence in a multicultural neighbourhood. For many years the neighbourhood was an area of tension and had a high potential for conflict, in part owing to the high influx of migrants from Morocco over a short period of time. The plan for the district combined physical renovation with conflict management. Its mixture in measures of structural improvement and mediation between native population and new-comers made a real difference for the people living in the neighbourhood of Terrassa. The plan, supported by the regional urban regeneration programme, integrated social actions and urban renewal in a single transformation process, reducing the district’s segregation from the rest of the city and improving its reputation for tension and conflict. The plan was carried out with high level of citizen participation and adopted a transversal approach among different municipal services.
In Malburgen (NL) ERDF co-financed the establishment of a multi-functional educational and care centre (MOZC). Malburgen is an urban district in the Southern part of Arnhem being characterised by a population of approximately 17,000 inhabitants and a percentage of migrant population between over 15% to more than 35% for different parts of the district. The aim of MOZC is to provide neighbourhood facilities to manage the refugee crisis: immediate operational, budgetary and legal measures under the European Agenda on Migration – Communication (2015) 490 final of 23 September 2015. ERDF can support also actions under the ESF to strengthen the institutional capacity and the efficiency of public administration. (Article 5 of the ERDF Regulation)

Socially Integrative City is a German national programme that aims to support participation and empowerment in disadvantaged neighbourhoods. The programme is partially financed from the ERDF and promotes participatory sustainable urban development at neighbourhood level, using a design that combines a tight spatial focus, local participation, and the integration of policies and human and financial resources.

Mingo – ‘Move in and grow’ (AT) offers integrated start-up support for company founders, coaching for existing small businesses, networking events and business awards, multilingual services for firms and a neighbourhood scheme which helps to market local shopping streets and bring local consumer markets up to standard. One of the five integrated sub-projects focus on migrant enterprises.

Robinsbalje (DE) a former car park in a deprived neighbourhood, was transformed into a centre which offers education, health and employment services in one facility. It opened in 2010, with financial support from the ERDF. Many public and non-governmental institutions have joined forces in the new premises to give the neighbourhood’s residents better prospects for the future. Locating a grammar school and kindergarten along with easy-to-access healthcare, social welfare services and sports clubs in one place means that disadvantaged and migrant families, when they bring their children to school, can learn more about other services and take German classes.

The National OP "Legalità" will allocate around EUR 41 million for the restructuring and rehabilitation of assets confiscated from the mafia, with a view to using them primarily as centres for the accommodation of legal immigrants, asylum seekers and holders of international and humanitarian assistance. In these centres, regular immigrants will be accompanied with social and working inclusion support measures to be funded by the ESF.
6.7 Rights, Equality and Citizenship Programme

Description

This programme contributes to further development of an area where equality and the rights of persons, in accordance with the EU Charter of Fundamental Rights and international human rights conventions, are promoted and protected. Out of its nine objectives, two are particularly relevant to migrants: a) promoting non-discrimination, and b) combating racism, xenophobia, homophobia and other forms of intolerance. The programme is directly managed by the European Commission’s Directorate-General for Justice.

Contact details of unit in charge

This programme is headed by DG JUST, Directorate A.4 – Civil Justice, Programme Management Unit. The Head of Unit is Mr Mazeika Renatas, mazeika.renatas@ec.europa.eu

Amount available and duration of financing instrument

Types of actions supported by the instrument

Migrant integration projects with long-term benefits can be implemented so long as they clearly contribute to the aforementioned objectives of promoting non-discrimination and/or combating racism, xenophobia, homophobia and other forms of intolerance. Relevant types of actions include:

- Training activities (staff exchanges, workshops, development of training modules);
- Mutual learning, cooperation activities, exchange of good practices, peer reviews, development of ICT tools;
- Awareness-raising activities, dissemination, conferences;
- Support for main actors (key European NGOs and networks, Member States' authorities implementing Union law);
- Analytical activities (studies, data collection, development of common methodologies, indicators, surveys, preparation of guides).

Short-term measures (i.e. improving reception conditions for asylum seekers) are not within the scope of this programme.

Application procedure

LRAs can apply for grants through open calls for proposals, found here. The Commission makes direct financial contributions in the form of grants to projects or organisations which help implement this programme. Replying to open calls for proposals is the only way to receive funding. Consultation with national authorities of Member States is not necessarily required, nor are they required to administrate any grant proposals.

Applications are made using the DG Justice grants management system, PRIAMOS. General information is available here, and a guide is available here.

Calls relevant for migrant integration (including non-discrimination projects) have recently closed. However, there is still an outstanding open call for Roma integration initiatives. LRAs should routinely check here for calls for proposals.

Below are examples of closed calls for proposals, and calls for proposals that are currently open.
Eligibility criteria as relevant to LRAs

Access to the programme is open to all public and/or private bodies and entities legally established in Member States, EFTA countries which are party to the EEA Agreement, and accession countries, candidate countries, and potential countries in accordance with the general principles and the general terms and conditions laid down in the framework agreements.

Further eligibility criteria are listed in the calls for proposals. Conditions depending on the proposal will vary, LRAs are advised to carefully read the listed criteria in the calls for proposals. Open calls for proposals are found here.

As general guidance for proposals, the European Commission states that all actions to be funded by the programme must produce results whose benefits go beyond one single Member State. The following elements should in particular be considered: Does the project contribute to the effective, comprehensive and consistent implementation of Union law instruments and policies? Will it improve public awareness and knowledge about the rights, values and principles deriving from Union law? Will it improve the understanding of potential issues
affecting these rights? Is it likely to develop mutual trust among Member States and to improve cross-border cooperation? What is its transnational impact? Does it contribute to the elaboration and dissemination of best practices? Will it create practical tools and solutions that address cross-border or Union-wide challenges?{462}

Rules on co-financing

There is no legal requirement for co-financing. Direct management by the Commission or delegated bodies, or possibly larger international organisations, such as the UN ensures that 100% of a project’s cost is covered by the EU funds.

Distribution by theme

Below is an overview of the 2014-2020 financial implementation of the Fund, with reports as of 2015. Budget line 33 02 02 concerns promoting non-discrimination and equality, including activities to prevent and combat racism, xenophobia, homophobia and other forms of intolerance. The budget for this was EUR 31 151 000 in 2014, rising to EUR 32 108 280 in 2015, a combined 14.37% of the total amount in the 2014-2020 financing period.{463} In 2015, the budget allocated to promote the effective implementation of the principle of non-discrimination on the grounds of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, and to respect the principle of non-discrimination on the grounds provided for in Article 21 of the Charter was EUR 13 635 280

For the prevention and combat of racism, xenophobia and other forms of intolerance, the budget in 2015 was EUR 5 740 000. Below is an extract from the Annex from 2015 Report, EC, available here.

Table 12 – Overview of the 2014-2020 implementation of the Rights, Equality and Citizenship Programme

<table>
<thead>
<tr>
<th>FUNDs allocated to the Rights, Equality and Citizenship Programme</th>
</tr>
</thead>
<tbody>
<tr>
<td>Art. 7 of Regulation 1381/2013</td>
</tr>
<tr>
<td>Additional allocation to Budget line 33 02 02</td>
</tr>
<tr>
<td>2014 Budgetary procedure</td>
</tr>
<tr>
<td>2015 Budgetary procedure</td>
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<tr>
<td>Contribution of EEA/EFTA to Budget line 33 02 01</td>
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<tr>
<td>2015 Budgetary procedure</td>
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<tr>
<td>Contribution of EEA/EFTA to Budget line 33 02 02</td>
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<tr>
<td>2015 Budgetary procedure</td>
</tr>
<tr>
<td>2014-2020 Total Amount</td>
</tr>
</tbody>
</table>

ALLOCATION OF FUNDS on the basis of current implementation

<table>
<thead>
<tr>
<th>GROUP of specific objectives - Budget lines</th>
<th>Total Amount 2014-2015</th>
<th>% of the 2014-2020 Total Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group 2 – Budget line 33 02 01</td>
<td>47 222 357 EUR</td>
<td>10,73%</td>
</tr>
<tr>
<td>2014</td>
<td>23 007 000 EUR</td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>24 215 357 EUR</td>
<td></td>
</tr>
<tr>
<td>Group 1 – Budget line 33 02 02</td>
<td>63 259 280 EUR</td>
<td>14,37%</td>
</tr>
<tr>
<td>2014</td>
<td>31 151 000 EUR</td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>32 108 280 EUR</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>110 481 637 EUR</td>
<td>25,10%</td>
</tr>
</tbody>
</table>

These amounts include the contributions of EFTA States that are party to the EEA.


6.8 European Agricultural Fund for Regional Development (EAFRD)

Description

The EARDF finances Rural Development Programmes (RDPs) under the EU’s Common Agricultural Policy (CAP) through shared management between the European Commission and Member States. The fund’s mission is to contribute to the Europe 2020 Strategy by promoting sustainable rural development throughout the Union in a way that complements the CAP, as well as the cohesion and common fisheries policies.

Contact details of unit in charge

The Directorate-General for Agriculture and Rural Development Unit H.1 “Consistency of Rural Development” is responsible for EAFRD funds, (as well as other Common Agricultural Policy funds).

The Policy Officer can be contacted at

Amount available and duration of financing instrument

EUR 99.6 billion now available under the EARDF fund between 2014-2020. About 9% of funds have been spent already.

15% of the total funds available (totalling EUR 24 billion of EUR 161 billion) are allocated to social inclusion objectives under Rural Development Programmes, financed partly by the EARDF and national co-financing. Migrants will not exclusively benefit from social inclusion initiatives, as the fund overall aims to improve job growth and labour market mobility.
The EAFRD aims to contribute to the development of a Union agricultural sector that is more territorially and environmentally balanced, climate-friendly as well as being resilient, competitive and innovative. Contributing to the development of rural territories, the fund addresses four key axes. The axis that is of most benefit to migrants is the LEADER programme, which is guaranteed funding, and to a lesser extent the axis of Quality of life in rural areas and diversification of the rural economy. The four axes are⁴⁶⁴:

- Improving the competitiveness of the agricultural sector
- Improving the environment and the countryside
- Quality of life in rural areas and diversification of the rural economy
- LEADER (this aid refers to local development strategies through public private partnerships known as “local action groups”, abiding by at least one of the previous three axes.)

**Types of actions supported by the instrument**

Actions are implemented through Rural Development Programmes to enact EU rural development policy. These are proposed to the European Commission, and agreed upon review. The EAFRD will finance initiatives stipulated in a country’s RDP.

Of the types of measures supported, one is specific to migrants: **Promoting social inclusion, poverty reduction and economic development in rural areas**, in particular with regards creation and development of small enterprises, as well as jobs creation. In November, 2015, the European Commission explicitly stated that the EAFRD could be used to finance labour market integration schemes for migrants.⁴⁶⁵ This is can be done as a separate project or carried out through LEADER programmes, implemented by Local Action Groups. Provided these schemes meet aims of social inclusion, poverty reduction and economic development in rural areas, LEADER programmes can receive EAFRD funding and implement measures to benefit migrants.

The fund is therefore more suitable for long-term measures of migrant integration, especially with regard to integration into the labour market, however it does not exclude short term measures. According to a synergies matrix published by the Commission, the EAFRD can be used for the following ⁴⁶⁶:

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⁴⁶⁶ Synergies between the Asylum Migration and Integration Fund (AMIF) and other EU funding instruments in relation to reception and integration of asylum seekers and other migrants, European Commission, October 2015.
In accordance with RDPs, a broad range of EAFRD-supported financial instruments can be potentially implemented including:

- Reception of asylum seekers and asylum systems (material aid, education, training, infrastructure, support services etc.)
- Education and training, including language training and preparatory actions to facilitate access to the labour market
- Actions to promote meaningful contact and constructive dialogue between migrants and the receiving society, and actions to promote acceptance by the receiving society
- Equal access and equal outcomes in dealings with public and private services, including adaptation to those services to dealing with migrants

- **Loans**, which may be available where none are offered commercially or on better terms.
- **Microcredits**, which are similar to loans made to people sometimes excluded from access to finance, more relevant to migrants, often provided over a short term with no or low collateral required, e.g. loans to farmers to purchase equipment or projects in the framework of community-led local development strategies.
- **Loan guarantees**, where assurance is given to a lender that their capital will be repaid if a borrower is not able to repay a loan.
- **Equity**, where capital is invested in return for total or partial ownership of a firm. More relevant to small or medium enterprises operating in the agri-food sector, investing in new processing technologies.

In accordance with RDPs, a broad range of EAFRD-supported financial instruments can be potentially implemented including:

**Application procedure**

The EAFRD is implemented at a national level by a national managing authority. Grants are awarded through calls for proposals. Tenders are published in the national language and potential applicants should contact the managing authority through the Ministries of Agriculture in their country for further information. An index of Ministries for Agriculture in Member States is available [here](#).

For Rural Development Programmes by country, see [here](#) and for fact-sheet summaries, see [here](#).
Eligibility criteria as relevant to LRAs

- **Local, regional and national authorities and administrative bodies**
- **LEADER Programmes** or specifically **Local Action Groups** consisting in both public and private sector co-operation. LEADER is typically guaranteed minimal spending, being one of the four targeting axes of the EAFRD legislation.
- Social, cultural and educational institutions, NGOs
- Companies, SMEs including micro-enterprises and Social Economy Enterprises and associations

Eligible organisations under the EAFRD are:

Refugees (and migrants) will most likely benefit from a re-negotiation of EAFRD finances for LEADER measures, as they address social inclusion. Amendments can be proposed via national managing authorities and should be done so with urgency, as the Commission made this request in September, 2015. Negotiation should be at national level only, as European Commission already allows flexibility through objective of social inclusion. The national managing authority can allocate and specify target measures. At present, no national managing authorities have sought to amend their Rural Development Programmes because they already have the flexibility, as stated, to carry out programmes in accordance with the overall objectives.

This fund can help strengthen the institutional capacity of public administration and services including those dealing with the integration of migrants in rural communities, especially those reliant on local market economies in farming and agriculture. Moreover, it is possible on a case-by-case basis to support emergency measures such as building up reception capacities for migrants.

**Rules on national co-financing**

EAFRD initiatives have compulsory co-financing. The maximum contribution of the EAFRD is set by a country’s RDP (approved by the Commission between 12 December 2014 and 11 December 2015), and the EAFRD contribution is determined by the amount of public expenditure. The maximum EAFRD contribution rate is 46%:

- 85% of eligible public expenditure in less developed regions, in the outermost regions and in the smaller Aegean islands (according to Regulation (EEC) No 2019/93).
- 75% of the eligible public expenditure for all regions whose GDP per capita for the 2007-2013 period was less than 75% of the average of the EU-25 for the reference period but whose GDP per capita is above 75% of the GDP average of the EU-27.

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• 63% of the eligible public expenditure for the transition regions other than those referred to previously.

• 53% of the eligible public expenditure in the other regions.

To check if your region falls under the category (1) Less Developed Regions, (2) Transition Regions or (3) More Developed Regions, click [here](#).

**Breakdown by Member State**

France, Italy, Germany Poland and Romania received the largest allocation of funds. The size of sums reflects not only a Member States’ agricultural sector, but funds applied for in the Rural Development Programme, negotiated with the commission, and to the extent a country or region co-finances measures. An EU wide regional classification system on the co-financing rates of funds is available [here](#).

**Figure 8 – Breakdown by Member State funding period 2014-2020, in EUR million**

![Bar chart showing 2014-2020 EAFRD Funding per MS in EUR Million](http://ec.europa.eu/agriculture/rural-development-2014-2020/country-files/common/funding-per-ms_en.pdf)


**Distribution by theme (integration relevant or not)**

15% of the total funds available (totalling EUR 24 billion of EUR 161 Billion) are allocated to social inclusion objectives.

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**Disbursement and absorption rates**

Data available for period 2007-2013 only, the average absorption rate was 64%, meaning 36% of total amount committed at the end of 2013 was still outstanding, amounting to EUR 1900 million. Individual absorption rates ranged from 40% for Greece to 85% for Belgium. Common Agricultural Policy regulations state that the Commission automatically de-commits any portion of a budget commitment that had not been used by the end of the second year following that of the budget commitment (though the Commission has given flexibility, for instance to Romania and Slovakia till 2015). Funds not absorbed will lead into payments over the 2014-2020 period. De-commitment rates appear to be low, at 0.14% of the 2012 cumulative target.

Overall absorption rate for 2007-2013 by 2015 was 95% with remaining funds being de-committed. Due to outstanding payments in 2015, the European Commission has allowed for an additional year for the 2014-2020 programme, so that de-commitment of payments will only begin three years after the programme end, i.e. 2023.

**Figure 9 – EAFRD investment measures – absorption rate**

![Graph showing absorption rate](http://www.eca.europa.eu/Other%20publications/PL14_AR13/PL14_AR13_EN.pdf)

Good practice examples

The examples below may serve as a source of inspiration for projects relevant to the integration of migrants that are eligible for EAFRD funding. The examples are sourced from the European Network for Rural Development with a report on good practice examples of projects supporting social inclusion. Below are examples from Sweden and Hungary, detailing both reception and integration schemes. It should be noted the Commission has recently specified that the EAFRD’s scope can be widened to fund additional reception measures for refugees. In Sweden, for instance, it is understood that housing is of a primary concern for LRAs in rural areas. EAFRD can be used to finance the acquisition of new reception centres and the hiring of new staff as well as to finance existing centres. The Rural Development Review states that Local Action Groups (through LEADER programmes) are at the forefront of asylum reception measures in light of the migrant crisis. It also states that Rural Development Programmes will be vital for long term integration measures for migrants.

Sweden: Sweden’s National Rural Network (NRN) has a dedicated working group that is focused on support provided by the national RDP for newcomers who want to settle in rural areas. Integration of new citizens into rural areas is a horizontal goal for the Swedish RDP. This goal is fairly new in Swedish rural policy and so has been an important task for NRN to promote activities and projects that includes newcomers into rural areas.

Vaxjo education initiative: Some refugees or migrants may be experienced in farming or agricultural industries. Despite a knowledge base and experience, many remain unemployed. The Macken iAraby economic association addressed this challenge and received EAFRD co-finance to help introduce a related training programme. Research findings indicated effective results could be achieved from a seven-month support programme for newcomers that combined training in agriculture, forestry, livestock management, gardening and Swedish language studies. A group of eight students participated in the pilot phase of the project, “It was a conscious decision to locate the training programme in the local agricultural secondary school at Ingelstad. The school previously had some hostility towards immigrants. These days we are greatly appreciated at the school and we’re trying to find ways to increase contact between the school’s pupils and our trainees,” a project lead remarked.

Below are examples of two initiatives that received EAFRD funding for social integration.

**Roma support:** Méra Village is home to a community of Roma people. RDP funds from the LEADER budget were awarded to a project here involved in helping to improve socio-economic opportunities for children from disadvantaged Roma families. The project aimed to build the capacity of parents to help their children have a better future. A training programme was organised for parents looking to develop various life skills that would help their children receive a better education, increase employment prospects, and improve quality of life. Training activities focused on strengthening parental competencies in socio-cultural, educational and communication skills. These help the parents to advise and assist the social integration of their children. Participants in the project developed their communication and collaboration skills, increased their learning abilities and developed problem-solving and conflict management skills. The training was provided for Roma parents as well as other members of rural communities. The projects self-evaluation indicated the project was a success and achieved the aims, particularly improving education for minors and enabling their social integration.

**Borlänge Farm Cooperation:** Cooperation between the Borlänge municipality and local farmers has provided valuable work experience for newcomers, EAFRD support here has been used to link up the skills of newcomers with labour needs in the region’s agricultural sector. Developed in partnership with the Swedish Public Employment Service and the Federation of Swedish Farmers, this RDP action has also been successful at achieving its social inclusion goals. “The project has shown great results. The participants have been very motivated and worked really hard at the farms. Our evaluations show that the farm owners are very positive towards the idea of hiring people with an immigrant background,” the project manager stated. The project manager went on to state the Public Employment Service was considering using this project as a model to roll out across other municipalities in Sweden.
6.9 EU Programme for Employment and Social Innovation (EaSI)

**Description**

The Employment and Social Innovation (EaSI) programme is a financing instrument aimed at promoting a high level of quality and sustainable employment, guarantee adequate and decent social protection, combating social exclusion and poverty and improving working conditions. EaSI is managed directly by the European Commission. It brings together three EU programmes managed separately between 2007 and 2013: PROGRESS, EURES and Progress Microfinance under the following axes:

- EaSI-Progress for modernisation of employment and social policies;
- EaSi-Eures for labour mobility;
- EaSi Microfinance for access to micro-finance and social entrepreneurship.

**Amount available and duration of financing instrument**

The total budget is EUR 919 million for the period 2014-2020. It is allocated in the following way:

- 61% of the total budget is allocated to the **Progress axis** for the modernisation of employment and social policies. Of this, the funding is further allocated to employment, especially to fight youth unemployment (min. 20 %), social protection, social inclusion and the reduction and prevention of poverty (min. 50 %), and working conditions (min. 10 %)

- 18% of the total budget is allocated to **Eures axis** for the focus on job mobility with a minimum of 32 % of its funds allocated to the transparency of job vacancies, 30 % to the development of services for the recruitment and placing of workers, 18 % to cross-border partnerships (to set up support services specifically geared to the needs of cross-border commuters) and any remainder shall be allocated to cross-cutting projects.

- 21% of the total budget is allocated to the **Microfinance and Social Entrepreneurship axis** to enhance access to micro-finance and social entrepreneurship.

**Contact details of unit in charge**

The Directorate General for Employment and Social Affairs manages the allocation of funding for the EASI axes “Progress”, “Eures” Funding is directly to beneficiaries following a call for proposals and a call for tenders. Calls for proposals are available here. The DG may be contacted using the contact form available on the website.

To apply for the EaSI Microfinance Guarantee (direct or counter-guarantee), it is necessary to respond to a call for expression of interest on the European Investment Fund website.
The overall objectives of EaSI are to:

- Strengthen ownership of EU objectives and coordination of action at EU and national level in the areas of employment, social affairs and inclusion;
- Support the development of adequate social protection systems and labour market policies;
- Modernise EU legislation and ensure its effective application;
- Promote geographical mobility and boost employment opportunities by developing an open labour market;
- Increase the availability and accessibility of microfinance for vulnerable groups and micro-enterprises, and increase access to finance for social enterprises.

These five EaSI objectives are supported by the following transversal activities as defined in the EaSI Regulation: firstly, paying particular attention to vulnerable groups, such as young people; promoting equality between women and men, including through gender mainstreaming and, where appropriate, gender budgeting; combating discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation; and last but not least, promoting a high-level of quality and sustainable employment, guarantee adequate and decent social protection, combat long-term unemployment and fight against poverty and social exclusion.
Types of actions supported by the instrument

The following table indicates the themes, objectives and various actions conducted under the Axes:

Table 13 - Summary of the themes, objectives and actions supported by EaSI

<table>
<thead>
<tr>
<th>Thematic areas</th>
<th>Objectives</th>
<th>Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PROGRESS</strong></td>
<td>● Develop and disseminate high-quality comparative analytical knowledge. ● Facilitate information-sharing, mutual learning and dialogue. ● Provide financial support to test social and labour market policy innovations. ● Provide organisations with financial support to increase their capacity to develop promote and support the implementation of EU instruments and policies.</td>
<td>Grants and procurement used to fund interventions based on an Annual Work Programme An example of interest for LRA is the 2016 Call for proposals on social innovation: support job integration for those distant from the labour market&lt;sup&gt;471&lt;/sup&gt;</td>
</tr>
<tr>
<td>● Employment, particularly fight youth unemployment; ● Social protection, social inclusion and the reduction and prevention of poverty; ● Working conditions</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>EURES</strong></td>
<td>● Ensure that job vacancies and applications, corresponding advice and any related information, are available for the potential applicants and the employers. ● Support the provision of Eures services for the recruitment and placing of workers in quality, sustainable employment. This support will cover all phases of placement, from pre-recruitment preparation to post-placement assistance.</td>
<td>The activities are set out in a work programme. Calls for Proposals are issued on the website. LRA working with youth, and the unemployed could find the calls relevant as it provides funding for assistance for those who are underrepresented and without jobs. One of the biggest interventions is a Job Mobility Portal and a human network of more than 850 Eures advisers.</td>
</tr>
<tr>
<td>● Transparency of job vacancies, applications and related information for applicants / employers; ● Develop services for the recruitment and placing of workers in employment; ● Cross-border partnerships.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<sup>471</sup> See Work Programme 2016: Description of the calls for proposals.
<table>
<thead>
<tr>
<th>Thematic areas</th>
<th>Objectives</th>
<th>Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Microfinance and Social Entrepreneurship</td>
<td>Microcredit and microloans for vulnerable groups and micro-enterprises;</td>
<td>This does not provide any type of finance to micro-entrepreneurs or social enterprises directly, but provides guarantees so financial intermediaries who may provide loans and credit to underserved, vulnerable groups such as refugees. This may be relevant for LRAs working with local NGOs and supporting economic integration.</td>
</tr>
<tr>
<td></td>
<td>Social entrepreneurship</td>
<td>A list of current intermediaries is available <a href="#">here</a></td>
</tr>
<tr>
<td></td>
<td>Increase access to, availability of, microfinance for vulnerable groups who</td>
<td></td>
</tr>
<tr>
<td></td>
<td>want to set up or develop their business and micro-enterprises.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Build up the institutional capacity of microcredit providers.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Support the development of social enterprises by facilitating access to</td>
<td></td>
</tr>
<tr>
<td></td>
<td>finance.</td>
<td></td>
</tr>
</tbody>
</table>
**Eligibility criteria as relevant to LRAs**

Funding from Progress and Eures is open to EU Member States. The types of organisation that can apply for funding are:

- National, regional and local authorities;
- Employment services;
- Specialist bodies provided for under EU law;
- The social partners;
- Non-governmental organisations;
- Higher education institutions and research institutes;
- Experts in evaluation and in impact assessment;

As mentioned above calls for proposals are issued and specific eligibility requirements may be set out in the call.

The European Commission does not directly finance entrepreneurs or social enterprises, but enables selected microcredit providers and social enterprise investors in the EU to increase lending. Organisations that can apply for funding are public and private bodies established at national, regional or local level and providing microcredit for persons and microenterprises and/or financing for social enterprises in these countries.

**Rules on co-financing**

The amount of co-financing required will be set out in the call for proposals.
**Distribution by theme**

The following diagram indicates the allocation of the EaSI budget

**Figure 10 - EaSI allocation of funding by Axes**

![Diagram showing the allocation of the EaSI budget.]

- Total budget: €919 469 000, in current prices.
- Indicative allocation of funds: PROGRESS (61%), from 15% (including) to 20% for social policy experimentation), MF/SE 21%, and EURES 18%.

**Source:** European Commission Directorate-General for Employment, Social Affairs and Inclusion, 2013, EaSI Brochure

**Good practice examples**

In 2014, EaSI grants were made available for capacity building for organisations working in the social inclusion and poverty reduction area and to help EU Member States tackle major challenges to their social protection systems. Considering the transversal focus on vulnerable populations, these grants might be used and tailored to serve the integration of beneficiaries of international protection as a core target group or as part of a large target group.
6.10 Erasmus+ programme

Description

The Erasmus+ programme aims to boost skills and employability, as well as modernising Education, Training, and Youth work. Erasmus+ brings together seven existing EU programmes in the fields of Education, Training, and Youth and Sport.

The 2015 Erasmus+ Inclusion and Diversity Strategy is designed to ensure that the programme works for disadvantaged young people to the greatest extent possible. The integration of migrants and refugees is an additional target for 2016 and hence a core focus of the programme.

Contact details of unit in charge

The European Commission, DG Education and Culture, is in charge of the policies related to the fields of Education, Training and Youth. A contact form can be filled out here.

Erasmus+ is managed by the Education, Audiovisual and Cultural Executive Agency of the European Commission. To contact the Agency, a contact form can be filled out here.

The list of national agencies for Erasmus+ in each country is listed here.

Amount available and duration of financing instrument

The Programme has an overall indicative financial envelope of EUR 16.4 billion for the seven-year period of 2014 to 2020.
The general objective of the Erasmus+ Programme shall contribute to the achievement of:

- The objectives of the Europe 2020 Strategy, including the headline education target;
- The objectives of the strategic framework for European cooperation in education and training (ET 2020), including the corresponding benchmarks;
- The sustainable development of Partner Countries in the field of higher education;
- The overall objectives of the renewed framework for European cooperation in the youth field (2010-2018);
- The objective of developing the European dimension in sport, in particular grassroots sport, in line with the EU work plan for sport;
- The promotion of European values in accordance with Article 2 of the Treaty on the European Union.

**Amount available and duration of financing instrument**

The Programme has an overall indicative financial envelope of EUR 16.4 billion for the seven-year period of 2014 to 2020. The funding will be allocated in the following way:

**Table 14 – Erasmus+ funding allocation by area**

<table>
<thead>
<tr>
<th>Key Area</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key action 1 – Mobility of individuals</strong></td>
<td>At least 63% of the total Erasmus+ budget as a whole and of which:</td>
</tr>
<tr>
<td></td>
<td>• At least 77.5% for the Education and Training field.</td>
</tr>
<tr>
<td></td>
<td>• At least 10% for the Youth field.</td>
</tr>
<tr>
<td><strong>Key action 2 – Cooperation for innovation and the exchange of good practices</strong></td>
<td>At least 28% of total Erasmus+ budget as a whole and of which: -</td>
</tr>
<tr>
<td></td>
<td>• at least 77.5% for the Education and Training field.</td>
</tr>
<tr>
<td></td>
<td>• at least 10% for the Youth field.</td>
</tr>
<tr>
<td><strong>Key action 3 – Support for policy reform</strong></td>
<td>At least 4.2% of total Erasmus+ budget and of which at least 10% for the Youth field.</td>
</tr>
<tr>
<td><strong>Jean Monet activities</strong></td>
<td>At least 1.9% of the total Erasmus+ budget.</td>
</tr>
<tr>
<td><strong>Sport actions</strong></td>
<td>The budget allocation for Sports is 1.8% (minimum percentage).</td>
</tr>
</tbody>
</table>
Types of actions supported by the instrument

In order to achieve its objectives, the Erasmus+ Programme implements the following Actions:

- **Key action 1 – Mobility of individuals** which supports learning opportunities for young people and their teachers in another country; Erasmus Mundus joint master degrees and master loans.

- **Key action 2 – Cooperation for innovation and the exchange of good practices** which includes transnational strategic partnerships; knowledge alliances; sector skills alliances; capacity-building projects; it supports platforms.

- **Key action 3 – Support for policy reform** including evidence-based policy making and monitoring, initiatives for policy innovation support to European policy tools to facilitate transparency and recognition of skills and qualifications; international cooperation initiative and networks, stakeholder dialogue, policy and programme promotion involving public authorities, providers and stakeholders in the fields of education, training and youth for raising awareness about the European policy agendas, in particular Europe 2020, Education and Training 2020, the European Youth Strategy, as well as the external dimension of European education, training and youth policies.

- **Jean Monnet activities** which includes support of academic modules, chairs, centres of excellence, support for knowledge exchange and projects; support to associations dealing with EU studies and EU issues; grants for organisations, studies and conferences on European interests.

- **Sport actions** which include support for Collaborative Partnerships aimed at promoting the integrity of sport; Not-for-profit European sport events, evidence-based policy making and stakeholder dialogue.

The 2015 Erasmus+ Inclusion and Diversity Strategy is designed to ensure that the programme works for disadvantaged young people to the greatest extent possible. The integration of migrants and refugees is an additional target for 2016 and hence a core focus of the programme. Parts of Erasmus+ actions such as the European Voluntary Service, youth exchanges an opportunities for youth workers are concrete ways to achieve this goal. These may encourage intercultural dialogue and intercultural learning and promote tolerance, mutual understanding and addressing racism and xenophobia.

Eligibility criteria as relevant to LRAs

Organisations who wish to participate in Erasmus+ projects must be established in a Programme Country which includes Member States of the European Union as well as the former Yugoslav Republic of Macedonia, Iceland, Liechtenstein, Norway or Turkey.

The actions of the Erasmus+ programme are divided into decentralised actions and centralised actions.

- The decentralised actions are managed in each programme country by National Agencies that are appointed by their national authorities.

- The centralised actions are managed at a European level by the Education, Audiovisual and Culture Executive Agency.
The application process for the centralised actions is initiated in one of the following ways:

- Certain centralised actions are included in the General Call for proposals and the details of these actions are outlined in the Erasmus + Programme Guide.
- Specific Calls for proposals are published on this website.
- Restricted Calls for proposals are relevant only to bodies nominated by the national authorities in E+ programme countries to undertake specific work (studies, management of strategic initiatives etc.).

In general terms, the Programme is open to any organisation active in the fields of education, training, youth or sport. Several actions are also open to the participation of other players in the labour market. The main targets of the various actions, in general terms for projects relevant in the field of:

- Higher education, the main targets are: higher education students (short cycle, first, second or third cycle), higher education teachers and professors, staff of higher education institutions, trainers and professionals in enterprises;
- Vocational education and training, the main targets are: apprentices and students in vocational education, professionals and trainers in vocational training, staff of initial vocational education organisations, trainers and professionals in enterprises;
- School education, the main targets are: school leaders, school teachers and school staff, pupils in pre-primary, primary and secondary education;
- For projects relevant for the field of adult education, the main targets are: members of adult education organisations, trainers, staff and learners in adult education;
- Youth field the main targets are: young people from 13 to 30 youth workers, staff and members of organisations active in the youth field;
- Sport, the main targets are: professionals and volunteers in the field of sport, athletes and coaches.
**Rules on co-financing**

Each of the actions may require different levels of co-financing by organisations or individuals. This is outlined below:

**Table 15 – Erasmus+ co-financing rates**

<table>
<thead>
<tr>
<th>Key Area</th>
<th>EU co-financing rate</th>
</tr>
</thead>
</table>
| **Key action 1 – Mobility of individuals** | For mobility activities the following lump sums apply:  
• For students: EUR700 per month  
• For staff: EUR70-EUR140 per day  
• For VET learners: EUR24-EUR96 per day |
| **Key action 2 – Cooperation for innovation and the exchange of good practices** | Strategic Partnerships: Maximum grant: EUR150.000 per year (i.e. EUR12.500 per month).  
Knowledge Alliances & Sector Skills Alliances: Maximum EU contribution awarded for a 2-year KA EUR700.000, Max. EU contribution awarded for a 3-year KA EUR1 million.  
Capacity building in the field of youth: Maximum. grant awarded EUR150.000 |
| **Key action 3 – Support for policy reform** | Structured Dialogue Meeting: Maximum grant awarded EUR50.000. |
| **Jean Monet activities** | Jean Monnet Module: Max. grant awarded EUR30.000 (max. 75% of the total cost)  
Jean Monnet Chair: Max. grant awarded EUR50.000 (max. 75% of the total cost)  
Jean Monnet Centre of Excellence: Max. grant awarded EUR100.000 (max. 80% of the total cost)  
Jean Monnet Support to Institutions and Associations:  
  ▪ For institutions no maximum ceiling. - For associations maximum grant awarded EUR50.000. (All projects: 80% of the total cost)  
  ▪ Jean Monnet Networks: Maximum grant awarded EUR300.000 (max. 80% of the total cost)  
  ▪ Jean Monnet Projects: Maximum grant awarded EUR60.000 (max. 75% of the total cost) |
| **Sport actions** | Collaborative Partnerships: Maximum grant awarded EUR500.000 (maximum 80% of the total eligible costs).  
Not-for-profit European sport event support: Maximum grant awarded EUR2 million (maximum 80% of the total eligible costs). |
Distribution by theme

The following chart indicates the funding allocated per action area:

Figure 11 - Erasmus + budget allocation

Source: Erasmus+ website
Good practice examples

The projects funded by Erasmus + can be viewed online here. Some examples of funded programmes include:

**European Migrant Women against Gender Violence** - A 5-day training course run by the NGO Organisation: W.O.M.E.N. in Iceland for NGOs and institutions focusing on migrant women’s’ rights to enable them to work on address gender-based violence in this target group.

**Talk with me - Voluntary language mentors for refugees** - is a project coordinated by Gemeinsam leben und lernen in Europa e.V. in German with organisations in Romania and Bulgaria. It has developed a good practice model for language mentors, support and training for volunteers and training materials and documentation. The overall aims of this project is to enhance the European dimension of supporting volunteers in refugee work and to improve the integration of refugees in the different European countries by giving them the opportunity to learn the language of their receiving country.

**Aim higher** - is a youth exchange programme for young members of a migrant community in Sweden, UK, Denmark and Holland aimed at providing the opportunity to discuss, compare and tackle the issues that affect them and their communities.

**A Healthcare Language Guide for Migrants** – was a project run by a NGO in the Netherlands, Coöperatieve vereniging Pressure Line UA, to improve migrants’ knowledge about health matters; make health care more accessible for migrants and improve their integration; and contribute to intercultural communication.
6.11 Horizon 2020

Description

Horizon 2020 is the biggest EU Research and Innovation programme. It is the financial instrument implementing the Innovation Union, a Europe 2020 flagship initiative aimed at securing Europe’s global competitiveness."}472

By linking research and innovation, Horizon 2020 aims to achieve smart, sustainable and inclusive growth and jobs by focussing on excellent science, industrial leadership and tackling societal challenges. The goal is to ensure Europe produces world-class science, removes barriers to innovation and makes it easier for the public and private sectors to work together in delivering innovation.

Contact details of unit in charge

The Directorate-General for Research and Innovation is responsible for this instrument. Contact details are available here. Interested parties may contact Horizon 2020 National Contact Points (NCPs). These are national structures established and financed by the national authorities of the 28 EU Member States and the countries associated with Horizon 2020. NCPs provide support, guidance, training and advice in applicants’ own languages.1 A list of NCP is available here.

HORIZON 2020 allocates funding on the basis of competitive calls for proposals available on the website.

Amount available and duration of financing instrument

There is a total of EUR 80 billion of funding available for the period 2014 to 2020.

472 Innovation Union is the European Union strategy to create an innovation-friendly environment that makes it easier for great ideas to be turned into products and services that will bring our economy growth and jobs. See more at http://ec.europa.eu/research/innovation-union/index_en.cfm
In order to achieve this general objective of using research and innovation to contribute to the objectives of the Europe 2020 strategy and to the completion of the European Research Area, there are five specific objectives:

- Strengthen Europe's science base by improving its performance in frontier research, stimulating future and emerging technologies, encouraging cross-border training and career development, and supporting research infrastructures;
- Boost Europe's industrial leadership and competitiveness through stimulating leadership in enabling and industrial technologies, improving access to risk finance, and stimulating innovation in SMEs;
- Increase the contribution of research and innovation to the resolution of key societal challenges;
- Provide customer-driven scientific and technical support to Union policies;
- Help to better integrate the knowledge triangle - research, researcher training and

**Types of actions supported by the instrument**

Funding opportunities under Horizon 2020 are set out in multiannual work programmes, which cover the large majority of support available. The EU prepared the Horizon 2020 work programme within the framework provided by the Horizon 2020 legislation and a strategic programming process.473

The current Horizon 2020 work programme comprises an introduction, 18 thematic sections and the general annexes describing general rules such as standard admissibility conditions and eligibility criteria, types of action, selection and award criteria. It is worth noting that the Societal Challenges plan of the Horizon 2020 programme aims at “fostering a greater understanding of Europe, by providing solutions and support inclusive, innovative and reflective European societies with an innovative public sector in a context of unprecedented transformations and growing global interdependencies”.

The sections most relevant for Local and Regional Authorities in promoting integration of beneficiaries of international protection are the Societal Challenges:

- **Europe in a changing world - inclusive, innovative and reflective societies**: this section has a specific focus on migration and integration;

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473 The Horizon 2020 work programme is complemented by the separate work programmes for the European Research Council, Euratom, the Joint Research Centre and the Strategic Innovation Agenda for the European Institute of Innovation and technology (EIT).
474 The current SC6 Work Programme 2016-2017 tackles four major challenges currently faced by the European Union: Economic recovery and inclusive and sustainable long-term growth; Reversing inequalities in Europe; global environment in which the EU operates; and A better understanding of Europe's cultural and social diversity. The following challenges explore issues around migration and integration:
- ENG-GLOBALLY-03-2017: The European Union and the global challenge of migration
- Secure societies – protecting freedom and security of Europe and its citizens;\textsuperscript{475}
- Health, demographic change and wellbeing.\textsuperscript{476}

Horizon 2020 funds the following:

- **Research and innovation actions**: Projects that establish or explore the feasibility of new knowledge or technology;
- **Innovation actions**: Funding if the project is close to market. This could include prototyping, testing, demonstrating, piloting, market replication or large-scale product validation;
- **Coordination and support actions**: Funding to cover networking and coordinating research and innovation projects. This can include standardisation, dissemination, awareness-raising, networking and support services.

**Eligibility criteria as relevant to LRAs**

Legal entities (including public bodies) established in the following countries and territories will be eligible to receive funding through Horizon 2020:

- EU Member States, including their development aid agencies;
- The Overseas Countries and Territories (OCT) linked to the Member States;
- The Countries Associated to Horizon 2020: the latest information on which countries are associated, or in the process of association to Horizon 2020 can be found in the online.

A proposal will only be considered eligible if:

- The content corresponds to the topic description against which it is submitted, in the relevant work programme part;
- It complies with the eligibility conditions set out below, depending on the type of action:

  - **Research & innovation action**: At least three legal entities. Each of the three shall be established in a different Member State or associated country. All three legal entities shall be independent of each other;

\textsuperscript{475} The primary aims of the Secure Societies Challenge are: to enhance the resilience of our society against natural and man-made disasters; to fight crime and terrorism; to improve border security; and to provide enhanced cyber-security.

\textsuperscript{476} See more about this section [here](#). Some of the challenges might be used to address healthcare challenges facing vulnerable populations such as refugees or beneficiaries of international protection.
- **Innovation action**: At least three legal entities. Each of the three shall be established in a different Member State or associated country. All three legal entities shall be independent of each other;

- **Coordination & support action**: At least one legal entity established in a Member State or associated country;

- **SME instrument**: At least one SME. Only applications from for-profit SMEs established in Member States or countries associated to Horizon 2020.

**Rules on co-financing**

Horizon 2020 provides different types of funding schemes relevant to LRAs which require different levels of co-financing:

- **Research and innovation actions**: Funding is available for up to 100% of the project’s direct costs;

- **Innovation actions**: Funding is available for 70% of your project’s direct costs if it is a business and 100% funding if it’s a non-profit organisation;

- **Coordination and support actions**: Funding is available for up to 100% of the project’s direct costs.

**Breakdown by Member State**

HORIZON 2020 allocates funding on the basis of competitive calls for proposals and through independent and merit-based peer review, selecting the best projects without any consideration of geographical distribution.

**Disbursement and absorption rates**

The following [webpage](#) outlines the proposals awarded in 2014/15. These grant agreements awarded a total EU contribution of EUR5.5 billion towards total eligible costs of EUR6.5 billion.

The majority of successful proposals were from universities (34%) followed by private organisations (31%); and research organisations. However, 7% were awarded to public sector organisations. The following graph indicates the successful application by EU Member State\(^{477}\).

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\(^{477}\) European Commission, 2015, Horizon 2020 First Results.
A good example is a project led by the University of Luxemburg on the mobility of young people in Europe which examines how mobility of young people might be beneficial for socio-economic development and the individual development of young people, and then analyses the factors that foster/hinder such beneficial mobility. This type of information might be used to create programme to foster beneficial mobility.


Good practice examples

The projects funded by Horizon 2020 can be viewed on CORDIS. CORDIS is the European Commission's primary public repository and portal to disseminate information on all EU-funded research projects and their results in the broadest sense. Over 4,000 project factsheets from Horizon 2020 are available.

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478 The “Mapping mobility – pathways, institutions and structural effects of youth mobility in Europe” project runs from 2015-05-01 to 2018-05-01. It received EUR 2 499 910 and is made up of nine partners within six countries: Luxembourg, Germany, Hungary, Norway, Romania and Spain. See http://cordis.europa.eu/project/rcn/194567_en.html
6.12 Creative Europe

Description

Creative Europe is the European Commission's framework programme for support to the culture and audio-visual sectors. Following on from the previous Culture Programme and MEDIA programme, Creative Europe supports:

- **Culture sector initiatives**, such as those promoting cross-border cooperation, platforms, networking, and literary translation;
- **Audio-visual sector initiatives**, such as those promoting the development, distribution, or access to audio-visual works;
- **A cross-sectoral strand**, including a Guarantee Facility and transnational policy cooperation.

Creative Europe's stated aims are to: help the cultural and creative sectors seize the opportunities of the digital age and globalisation; enable the sectors to reach their economic potential, contributing to sustainable growth, jobs, and social cohesion; and to give Europe's culture and media sectors access to new international opportunities, markets, and audiences.

Contact details of unit in charge

Some integration-related projects may be eligible for support from Creative Europe. Thus, in 2016, there is a Call for ‘Support for Refugee Integration’ aimed at establishing transnational cultural and audio-visual projects (explained in further detail below).

Information and calls for proposals are available [here](#). Creative Europe Desks are available in most countries participating in Creative Europe. They can provide specific advice on funding in that country. The EU Education, Culture and Audio-visual Executive Agency manages the fund. The agency can be contacted [here](#)

Amount available and duration of financing instrument

Creative Europe has a budget of EUR 1.46 billion until 2020 of which

- At least 56% of this budget is allocated to the MEDIA sub-programme, supporting training, project development, and the distribution and promotion of European audio-visual material.
- Around 31% of the budget will go towards the culture sub-programme for performing and visual arts with a further 13% allocated to a new cross-sectoral strand. This strand includes funding for the Creative Europe Desks and the financial guarantee facility which is planned for 2016.

There are currently around 18 Creative Europe funding opportunities (often called ‘schemes’ or ‘strands’), each focusing on a specific sector or type of activity.
Types of actions supported by the instrument

In general, Creative Europe supports the following types of projects which may be of relevance to LRAs and organisations supporting asylum seekers, migrants and beneficiaries of international protection:

- Cross-border cooperation projects between cultural and creative organisations;
- Platforms of cultural operators promoting emerging artists and stimulating a truly European programming of cultural and artistic works;
- Capacity building and professional training;
- Creative Helpdesks;
- Development of fiction, animations, creative documentaries and video and films.

One of the main objectives of the Creative Europe programme is to foster, safeguard and promote European cultural and linguistic diversity. Hence at a time when Europe is receiving an extraordinary number of refugees, supporting European Union Member States in tackling this situation is a key priority and call for proposals for refugee integration has been issued.

Eligibility criteria as relevant to LRAs

The Creative Europe programme is open to cultural and creative organisations from EU Member States. Public entities and consortiums of organisations may apply for this funding. Many of the calls for proposals require an application to be submitted online.

Rules on co-financing

The co-financing required varies in each call for proposals.

In the Call Support for Refugee Integration the maximum rate of co-financing by the grant is 80% of eligible costs.

Information is not readily available on the allocation of funding to different Member States, or no disbursement and absorption rates.

Good practice examples

Previous projects funded by Creative Europe can be viewed here.

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479 See http://ec.europa.eu/programmes/creative-europe/projects/ce-project-details-page/?nodeRef=workspace://SpacesStore/022798f0-0163-4664-900a-203ff0c12b85
In 2016, there was a Call for Support for Refugee Integration\textsuperscript{480} aimed at establishing Transnational cultural and audio-visual projects that can:

- Help refugees socialise and express themselves without necessarily speaking immediately the host country language;

An example of a project funded from 2011-2013 in the United Kingdom was the “Community Oriented Art and Social Transformation” where professional community theatre organisations worked in the Poland, Germany, UK and France to explore the dynamics of ‘crossing borders’ due to migration, and celebrating differences. The aim was to foster social cohesion, promote integration and facilitate community development in identified communities.

- Be learning platforms in a wider sense, fostering respect and understanding for diversity, intercultural and civic competencies, democratic values and citizenship;
- Give EU citizens the opportunity to discover, learn from and understand the values and cultures of refugees and - in the process rediscover and enrich their own;
- Support the showcasing and co-creation of cultural and/or audio-visual works across Europe;
- Offer the possibility of collaboration with organisations in other sectors in order to stimulate a more comprehensive, rapid, effective and long-term response to this global challenge.

\textsuperscript{480} See the Call at https://eacea.ec.europa.eu/sites/eacea-site/files/refugees_call_notice_en_eacea_12-2016.pdf
7. Examples of national funding sources

To complement the information above, a list of national funding sources and measures is presented. These examples may serve to illustrate how national funding can support LRAs independent from EU funding.

Austria\[^{481}\]: The Austrian Integration Fund provides about 30 student scholarships to refugees and those with subsidiary protection to study at Austrian universities. Moreover, the fund supports the initiative Together: Austria (Zusammen: Österreich) which encourages voluntary integration ambassadors of migration background who have successfully integrated themselves into Austrian society to share their stories in schools.

Belgium: In Belgium, at the federal level, two main instruments exist to support integration policies. The first is the Impulse Fund for Migration Policy (FIPI) which aims at funding public or private initiatives for improving migrant population’s participation. It funds projects seeking to promote the social integration of people of foreign origin, prevent discrimination and promote intercultural dialogue, with particular attention to newcomers and women. In 2014, 75% of the available funds of FIPI were reserved for projects in the five largest cities in the country. The remaining 25% was allocated for projects in the other priority Action Zones. Following the sixth State reform, the resources of the FIPI, were transferred to the Communities on the 1st of January 2015.

The second is the Urban Policy Grant administered by the Federal Urban Policy Service, which supports urban regeneration in selected cities and but also provides supports for migrant integration. The activities supported under this grant are for example: language courses, support on professional experiences, active support in the search for employment, strengthening using first line (medical, administrative, social, housing, etc.), various training courses, the socio-psychological follow-up, etc.

Finland\[^{482}\]: Over 140 of the approximately 340 existing municipalities in Finland have received refugees. In order to encourage the municipalities to receive refugees, municipal authorities are provided with financial resources for the implementation of the integration programme. A lump sum is paid for the municipality per each refugee to cover the costs of the integration during the first three years. The Finnish Government has attempted to rectify some of the integration challenges that have arisen due to the municipality resettlement system by increasing funding for integration services and other measures such as resettling refugees from the same geographic or ethnic community to ease the burden on resettling municipalities which may not have resources to integrate a wide array of refugee groups.

France: has adopted an assimilation model for integration of immigrants.\[^{483}\] Hence, there is the implicit assumption that once Beneficiaries of International Protection have signed an integration contract and have received some support in learning French values and language, they would access the same services as other residents. However, some funding is available for integration activities by the Ministry of Interior through the Home Department. This

\[^{481}\] http://www.refworld.org/docid/522980604.html


http://www.migrationpolicy.org/article/french-government-revives-assimilation-policy
may be accessed by LRAs. The Ministry of the Interior recently issued a 2016 call for proposal for programme or projects to support refugee integration.484

**Germany:** At federal level, the Federal Office for Migration and Refugees funds integration and language courses for newly arriving migrants. Between 2005 and 2013, 618,000 migrants successfully concluded one of 76,000 such integration courses funded from national sources and the national Ministry of Interior considers this the most important integration policy measure in Germany at national level.485 The German state at national level funded these courses with more than EUR 1.4 billion between 2005 and 2013.486 In addition, regional authorities currently receive a lump-sum of EUR 670/month and per refugee of financial support from the federal level to fund short-term measures (including housing).

**Hungary:** There are national funds for LRAs for integration measures. However, LRAs could possibly work with civil society partners to access funding through the National Civil Fund. Currently, much of the integration measures and projects are provided by NGOs.487 The Hungarian Parliament passed the law establishing the National Civil Fund on June 23, 2003. The fund's main aim is to support the operational costs of civil society organizations; at least 60% of its monies must be spent on this purpose.488 Civil society organizations are eligible to receive support from the fund, be they associations, societies or foundations. However, parties, trade unions, employers' and insurance associations, churches and public foundations (those founded by state or municipal institutions) are explicitly excluded. LRAs might consider capacitating or working with NGOs to enable them to access this fund for integration projects. For example, the NGO Menedek, the Hungarian Association for Migrant was able to access funding from this fund in 2006.489

**Ireland:** Funding of over EUR 15 million has been delivered by the Office for the Promotion of Migrant Integration to various national organisations and local authorities to promote immigrant integration from 2008 to 2014.490 The Office for the Promotion of Migrant Integration provides seed funding in key areas to facilitate integration. Resettlement is coordinated at a national level by the Resettlement Unit of the Office for the Promotion of Migrant Integration, Department of Justice and Equality. Local Authorities and NGO’s play an important role in the resettlement process. The programme is administered within existing budgets using a mainstream model of service provision.491

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484 See Call for projects 2016 - National Actions available
http://www.bmi.bund.de/DE/Themen/Migration-Integration/Integration/Integrationskurse/integrationskurse_node.html

485 Ibid.


488 See http://cectrust.org/article/111/
http://menedek.hu/en/search/node/National%20Civil%20Fund


490 European Parliament, 2013, Comparative study on the best practices for the integration of resettled refugees in the EU Member States,
Sweden: Swedish For Immigrants: The Swedish For Immigrants programme has been utilised as a Case Study in Part 1 of this Study as an example of good practice. The Swedish For Immigrants programme also serves as an example of a national fund that consists in both direct management by central government through the Public Employment Service but also shared-management with LRAs, with municipalities being responsible for implementation and devising SFI schemes. The criteria and language course content of SFI is universal in application, however there is flexibility from this fund for municipalities to devise labour market integration measures by seeking out local business that would support or sponsor individuals on an SFI program. This occupational training is part of SFI’s wider aim for migrants to socially integrate through better employment prospects. The SFI programme enlists 100,000 people annually and is on-going. It is authorised by central government and receives funding on an annual basis subject to parliamentary review. It is not available to asylum-seekers.

United Kingdom:

Big Lottery Fund and Reaching Communities England: The UK government co-finances EU structural funds using finances from a variety of sources, including the Big Lottery Fund. The Big Lottery Fund is a charitable arm of the National Lottery, distribute millions of pounds every to charitable projects around the UK. It is a public fund, but a non-departmental body that is sponsored by the Home Office. The fund is cited as being used to support European Social Fund initiatives within the UK (approximately up to 70%). These funds are managed by a local ESF managing authority and not applied directly for by LRAs.

The Reaching Communities Programme, (funded through the Big Lottery Fund) encourages LRAs to apply for funding. The total available budget is £ 200 million. The project was announced in June 2015 and is on-going. Grants of more than £10,000 or capital grants of up to £100,000 are available. For any more than £100,000, an LRA must apply for a building strand, whether it’s a housing project or improving the physical condition of buildings through extension or refurbishment, LRAs can apply for funding for up to three years to help launch projects and to deliver project activities when building work is complete. While this programme does not exclusively target migrants, it is within the scope of LRAs to introduce migrant housing integration measures or to improve reception facilities.

Skills Funding Agency: While migrant integration policies are primarily the responsibility of the UK Department of Visas and Immigration, the Skills Funding Agency, a department under the Department for Business Innovation and Skills. It offers financial assistance through an opt-in service to Local Enterprise Partnerships and European Structural Investment Fund committees, as part of the UK’s European Social Fund programme. LRAs can apply through these bodies for labour market integration measures with wider benefits for migrants (not exclusively targeting migrants).

492 The Big Lottery Fund, https://www.biglotteryfund.org.uk/about-big
495 Skills Agency Website, https://www.gov.uk/government/organisations/skills-funding-agency/about
Voluntary Action Fund (Scotland): \(^{495}\) The Voluntary Action Fund (VAF) is an independent grant-making body which invests in voluntary organisations and communities across Scotland, working on behalf of the Scottish Government with delegated funding. Previous programmes include support initiatives for ethnic minorities, and there are currently open calls for the Equalities Fund, Violence Against Women and Girls Fund, Social Isolation and Loneliness Fund and Tackling Sectarianism Small Grant Programme. While these programmes do not exclusively target migrants, LRAs can apply with migrant specific projects in mind. Open calls for proposals can be found [here](http://www.voluntaryactionfund.org.uk/map/vaf-mission/). VAF is an example of delegated funds to an NGO by a centralised government for national programmes.

\(^{495}\) Voluntary Action Fund, [http://www.voluntaryactionfund.org.uk/map/vaf-mission/]
8. Further Reading by Fund

**AMIF**
- European Parliament 2015 Briefing: Asylum, Migration and Integration Fund (AMIF)

**Work Programme 2016 / Health Programme**

**FEAD**
**Legislation:**

**Other:**
- ESI Project Map, EU, [http://ec.europa.eu/budget/euprojects/search-projects_en?combine=&broad_area=2282&project_country=All&programme=All&priorities=All&=Apply](http://ec.europa.eu/budget/euprojects/search-projects_en?combine=&broad_area=2282&project_country=All&programme=All&priorities=All&=Apply)
• European Structural and Investment Funds, European Commission, http://ec.europa.eu/contracts_grants/funds_en.htm
• Eurodiaconia, LRA Toolkit, FEAD, http://www.eurodiaconia.org/toolkit/#link-eufunding-instr-fead

EMFF

ESF
• European Commission. Support to asylum seekers under the European Social Fund and the Fund for European Aid to the Most Deprived.
Further guidance documents:
http://ec.europa.eu/esf/main.jsp?catId=3&langId=en&pubType=522
European Parliament briefing – Labour Market Integration of Refugees: EU Funding Instruments.
Epsilon Research. 2013. BACKGROUND PAPER ESF performance target setting and adjusting in social inclusion.
ECORYS. 2013. Setting and adjusting targets for ESF Operational Programmes Background Paper

**ERDF**
- Overview of funding priority areas: http://ec.europa.eu/regional_policy/en/funding/erdf/
- Funding allocation overview: https://cohesiondata.ec.europa.eu/funds/erdf

**REC**

**EAFRD**
Legislation:

Other:
- European Network for Rural Development, European Commission, The European Agricultural Fund for Rural Development: Examples of projects supporting social

- Fi Compass, EAFRD, https://www.fi-compass.eu/esif/eafrd
- ESI Project Map, EU, http://ec.europa.eu/budget/euprojects/search-projects_en?combine=&broad_area=2282&project_country=All&programme=All&priorities=All=&Apply

Erasmus+

- Erasmus + website: http://ec.europa.eu/programmes/erasmus-plus/

Horizon 2020

- Innovative Union: http://ec.europa.eu/research/innovation-union/index_en.cfm
  - The Directorate-General for Research and Innovation: http://ec.europa.eu/research/index.cfm?pg=contacts#footnote
• Horizon2020 Webpage: https://ec.europa.eu/programmes/horizon2020/

Creative Europe
• Creative Europe Website: http://ec.europa.eu/programmes/creative-europe/
• Creative Europe Desks: http://ec.europa.eu/programmes/creative-europe/tools/creative-desks_en.htm
• EU Regulation establishing Creative Europe: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32013R1295