



TALENTS INTELLECTUAL OUTPUT 1

1

Survey

on the current situation in regions of the project
“New Talents for Companies – Developing the potentials of
immigrants and refugees (TALENTS)”
concerning

Guidance

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Peter Härtel, Styrian Association for Education and Economics



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Table of content

1. Introduction	4
2. Talents Countries Information.....	5
2.1. Austria.....	5
2.1.1. Laws and regulation concerning migration and refugees	5
2.1.2. Systems and services in guidance	5
Guidance in School Education	6
Guidance in Higher Education	6
Guidance provided by the Public Employment Service	6
Guidance at Adult Education Level.....	6
2.1.3. Examples of existing measures and services for migrants and refugees	6
2.2. Belgium	11
2.2.1. Laws and regulation concerning migration and refugees	11
(Source: http://www.asylumineurope.org/reports/country/belgium/reception-conditions/employment-education/access-labour-market 27.02.2017, 02:00pm)	13
2.2.2. Systems and services in guidance A: Flandern	13
2.2.3. Systems and services in guidance B: Fédération Wallonie-Bruxelles.....	14
2.2.4. Examples of existing measures and services for migrants and refugees	15
2.3. France	16
2.3.1. Laws and regulation concerning migration and refugees	16
2.3.2. Systems and services in guidance	18
Introduction.....	18
Other bodies also offer vocational guidance and advice :	19
Recent policy developments in the field of guidance in France	20
2.3.3. Examples of existing measures and services for migrants and refugees	22
2.4. Germany	30
2.4.1. Laws and regulation concerning migration and refugees	30
2.4.2. Systems and services in guidance	31
Introduction.....	31
Lifelong Guidance Strategy in Germany	32
2.4.3. Examples of existing measures and services for migrants and refugees	32
2.5. Italy	41



2.5.1. Laws and regulation concerning migration and refugees	41
2.5.2. Systems and services in guidance	42
Introduction	42
2.5.3. Examples of existing measures and services for migrants and refugees	42
2.6. Norway	49
2.6.2. Systems and services in guidance	50
Introduction	50
2.6.3. Examples of existing measures and services for migrants and refugees	54
2.7. Sweden	58
2.7.1. Laws and regulation concerning migration and refugees	58
2.7.2. Systems and services in guidance	59
Introduction	59
2.7.3. Examples of existing measures and services for migrants and refugees	60
Annex	66
A.1. References	66
A.2. Links	67
A.3. Additional Links and Publications Norway	68



1. Introduction

The TALENTS project aims to promote the fast integration of immigrants into the labour market with the help of: Individualised guidance, tailor made training and cooperation with companies

In TALENTS project concepts will be develop concepts for continuous vocational training and upskilling “on the job”.

The work within TALENTS project should provide integration of immigration and make use of a possible win-win-win-win situation for immigrants, companies, society and for Europe.

Rationale of this survey within TALENTS project

This Survey is based on the first common discussions between the project partners and the insight in relevant elements and components of the transfer model of “Cuben Gothenbourg”.

Additional the discourse concerning needs and demands for guidance, in combination with aspects of qualification, labour market and access to work is relevant.

This survey should lay a base to recognize, analyze, interpret existing situations, facts and challenges concerning access to work and labour market for migrants and refugees, for further common developments, activities and measures.

For these purposes the survey is divided in following areas:

1. Laws and regulation concerning migration and refugees

Including access to education and qualification and access to labour market

Source: BertelsmannStiftung, 2016 and other

<https://www.bertelsmann-stiftung.de/de/publikationen/publikation/did/from-refugees-to-workers-mapping-labour-market-integration-support-measures-for-asylum-seekers-and>

2. Systems and services in guidance

source: Euroguidance and other

<http://www.euroguidance.eu/guidance-in-europe/national-guidance-systems/>

3. Examples of existing measures and services for migrants and refugees

Source: BertelsmannStiftung, 2016

National websites

European project examples

Examples and good practice reported by project partnes

Other

This structure is used for country reports for participating coutries in the Talent project



2. Talents Countries Information

2.1. Austria

2.1.1. Laws and regulation concerning migration and refugees

Recognised refugees and persons with subsidiary protection status enjoy full access to the labour market. They are entitled to the services and support of the Public Employment Service and are treated on an equal basis with domestic clients. By contrast, the employment of asylum seekers is subject to the Alien Employment Act (AuslBG). Accordingly the only way for asylum seekers to access the labour market is seasonal work after a waiting period of three months, starting from the submission date of the asylum application, provided that no final decision in the asylum procedure has been taken prior to that date. Access is restricted by a special decree of the Federal Ministry of Economics and Labour (2004) – the so-called Bartenstein Decree (*Bartenstein-Erlass*) – to selected occupations with quota-regulated work permits: namely, tourism, agriculture and forestry. These seasonal jobs are limited by a yearly quota for each federal province and jobs can only be given for a maximum period of six months. In order to take up employment, the local Public Employment Service (*Arbeitsmarktservice – AMS*) has to issue a work permit. Applications have to be submitted to the AMS by the employer. The possibility of obtaining access to the labour market is restricted by a labour market test (*Ersatzkraftverfahren*), which requires proof that the respective vacancy cannot be filled by an Austrian or EU/EEA citizen or another integrated third-country national (long-time resident, family member etc.).

(Source: BertelsmannStiftung, 2016)

2.1.2. Systems and services in guidance

There are two established guidance and counselling systems in Austria complementing each other:

- guidance and counselling provided by education and training institutions, and
- guidance services provided by the employment administration and other institutions in the field of career guidance

A national strategy for lifelong guidance was prepared in 2005 and 2006 under the auspices of the Austrian Federal Ministry of Education (now: Federal Ministry of Education and Women's Affairs) by an interministerial working group, involving the Public Employment Service Austria (AMS), the social partners and other major partners in connection with this theme.



Guidance in School Education

Career guidance in Austrian schools is organised according to a three-level model: career education lessons are provided by careers teachers; individual advice is provided by student advisors; and both of these are supplemented by a School Psychology Service that can offer specialized assistance. These are supplemented by classroom teachers and a wide range of other individuals and agencies outside the school. (www.bmbf.gv.at and www.edusystem.at)

Guidance in Higher Education

The Ministry of Education and Women's Affairs has established six Psychological Student Counselling Service centres to assist students and prospective students in both universities and Universities of Applied Sciences (Fachhochschulen).

Career Service Centres in Austrian universities provide guidance regarding choices of profession and serve as recruiting service providers for young students and graduates.

Guidance provided by the Public Employment Service

The Austrian Public Employment Service (AMS) is Austria's leading provider of labour-market related services. Commissioned by the Federal Ministry of Science, Research and Economy, the AMS assumes its role as an enterprise under public law in close cooperation with labour and employers' organisations.

The Public Employment Service is structured into 1 federal, 9 regional and 99 local organisations. Regional branch offices offer self-service „Info Zones“ (career information centres (BIZ), „Service Zone“ (placement, claims and benefits) and “Counselling Zone” (for intensive guidance and assistance). (<http://www.ams.at/english>)

Guidance at Adult Education Level

Since 1999 the Federal Ministry of Education and Women's Affairs promotes the development of institution-neutral educational guidance in each of the nine federal provinces of Austria, leading to the establishment of Project Networks for educational and vocational guidance in each province in 2011. (www.erwachsenenbildung.at)

2.1.3. Examples of existing measures and services for migrants and refugees

In September 2015 the Austrian government announced additional funding (€145 million) for the integration of asylum seekers and refugees. A budget of €75 million has been allocated for the newly created Pot for integration and €70 million were dedicated for active labour-market policy measures. Two months later, in November 2015, the Minister of Foreign Affairs presented A Plan for the Integration of Persons entitled to Asylum or Subsidiary Protection in Austria (50 Action Points) which was elaborated in cooperation with the Expert Council for Integration. Government measures include the integration of asylum seekers. Regarding the labour-market integration of recognised refugees and persons with subsidiary protection



status, there is some overlap between the two documents. Overall, the focus on labour-market activities will mean: better and faster recognition of education and qualifications acquired in the sending countries; the continuation of competence checks that started in Vienna in 2015; self-employment of recognised refugees; integration support/ qualification support for recognised refugees; intensification of already existing labour-market programmes; as well as a voluntary integration year for persons granted refugee status.

The funds provided for integration measures will be used, among other things, for: German courses; establishing mobile teams to support integration in schools; youth coaching and cultural orientation; but also for apprenticeships for asylum seekers. Out of the approximately €70 million earmarked for active labour-market policies in 2016, the Public Employment Service (AMS) will use: slightly more than one third for German courses; 23 per cent for education and training; 18 per cent for competence checks; 14 per cent for employment subsidies (e.g. support for taking up employment); and 11 per cent for consulting and support (e.g. recognition of qualifications).

There are numerous ongoing projects related to the labour-market integration of refugees, partly financed through the EU Asylum, Migration and Integration Fund (AMIF) (see Annex 1). Many of these are provided by NGOs such as Caritas, Diakonie and Volkshilfe and concentrate on the provision of German courses, coaching, counselling or labour-market access support. Apart from these well-known organisations there are also numerous smaller providers, as well as civil society initiatives and donation-funded activities offering integration programmes for refugees and, in rare cases, for asylum seekers.²⁰ In the following we shall refer to selected measures presented by the government in more detail and to related perceptions by stakeholders (indicated in bold print).

German Courses

German courses – offered for recognised refugees and persons under subsidiary protection – are the most important AMS measure both in terms of planned participants and funds involved. As for asylum seekers, the responsible authorities (Ministry of Foreign Affairs, Austrian Integration Fund, Länder), which will also, it must be remembered, bear the costs, still have to be determined. But language courses should be started as soon as possible after entering Austria. Recognised refugees and persons under subsidiary protection fall under the responsibility of the Public Employment Service (AMS) and it is planned that about 22,400 persons will participate in these courses.

Key to labour-market integration, available funds will very likely not be sufficient for this year.



Competence Checks by the Public Employment Service (AMS)

Competence checks of migrants will be extended nationwide, but will probably be less intense than in the pilot project carried out by the Vienna branch of the Public Employment Service (AMS) in 2015. Competence checks should become standardised across the country. In 2016 about 13,500 persons will, it is envisaged, participate in competence checks. ¶ A very useful measure, providing comprehensive information about the target groups with a focus on women

Better and faster recognition of education and skills acquired in the home countries

In order to accelerate labour–market entry, the recognition of qualifications plays a central role in addition to the command of German. The government is currently working on a draft law for the recognition of qualifications so that they can be put to use as soon as possible.

(For example the Styrian branch of Caritas organised donation-funded German language courses for asylum seekers who started or have completed studies in their home countries, in order to facilitate their access to university in Austria.)

- Apart from German courses this is an important contribution for faster entrance into the labour market

Voluntary Integration Year

Starting in 2016, there is the possibility of a voluntary integration year (freiwilliges Integrationsjahr – FIJ), comparable to the voluntary social year, for persons who have been granted refugee status or subsidiary protection status, who have been in this status for not longer than two years and who are beneficiaries of the needs-based minimum income. The FIJ is similar to job training and may last between six and twelve months; apart from a non-profit activity (gemeinnützige Tätigkeit) in a recognised organisation, it also envisages training and integration measures. Recognised organisers are those employing civilian servants or offering jobs for the voluntary social year. This measure will start, at the earliest, in April 2016.

- Good instance of on job training and transition to work, but relatively low number of participants

Nationwide Apprenticeship Placement

The Chamber of Commerce, the Ministry of Science, Research and Economy, the Ministry of Labour, Social Affairs and Consumer Protection and the Public Employment Service started a pilot project in Vienna to offer young recognised refugees an apprenticeship in occupations and regions suffering from a lack of apprentices. In preparation, the competencies and



interests of the young were tested (in German, Arabic, English, French and later on also in Farsi) in order to grant an optimal matching with the vacant apprenticeship posts. Those enrolled will be prepared for the apprenticeship accordingly and will be supported during their apprenticeship by a coach/fixed contact person with regard to professional and private questions. The apprenticeship coach also prepares the involved company for the apprenticeship with the young refugees. In its initial phase, this pilot project will comprise about 100 young recognised refugees, with a focus on unaccompanied minors. Currently there are 5,335 young refugees registered at the Public Employment Service, two thirds of whom are in Vienna. Later on the project could be extended to young asylum seekers as well.

- May help to reduce the current mismatch on the apprenticeship market, uncertainty as to whether the potential candidates are willing to move within the country

Self-employment of recognised refugees

Start-up programmes are another employment option for recognised refugees. Given the required qualifications/skills, which will be tested during the competence checks, refugees may make use of a start-up consultancy provided by consultancy companies which cooperate with the Public Employment Service. There is, also, the possibility of acquiring the skills needed, the costs of which will be borne by the AMS. Under certain conditions, financial protection is granted during participation in the programme. In order to finance the necessary investments and working capital, persons granted asylum are also entitled to participate in the microcredit programme as a supplementary form of support. Pilot projects are currently being prepared in Vienna.

- Many legal obstacles and little knowledge about business culture. Currently there are only individual cases, but this might be interesting for a longer-term perspective

Mentoring for migrants

As with existing mentoring programmes – by the Austrian Chamber of Commerce (Wirtschaftskammer Österreichs, WKO), the Austrian Integration Fund (Österreichischer Integrationsfonds, ÖIF) and the Austrian Public Employment Service (AMS) – recognised refugees who are not yet able to provide evidence of formal qualifications but who demonstrate huge integration efforts (for instance by acquiring very good German-language skills within a short time, doing volunteer work etc.) should be given the opportunity to benefit from intensive support by mentors from the business sector. Though refugees were already able to participate in the programme in the past, this year's focus is on recognised refugees from Syria with qualifications. Out of the nineteen refugees participating in the current round in Lower Austria and Vienna, thirteen are from Syria. The migrant mentoring programme started in 2008.



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- Very effective due to individual support, but relatively small in numbers

Courses in Austrian values and culture

Compulsory one-day training courses in Austrian values and culture for recently recognised refugees and persons under subsidiary protection entitled to receiving needs-based minimum income and AMS support. In case of non-participation, the minimum income will be cut accordingly.

Abbreviation:

REFMISMES – Labour-market integration Support Measures for Refugees and Asylum seekers



2.2. Belgium

2.2.1. Laws and regulation concerning migration and refugees

On 9 December 2015, a Royal Decree came into force which stipulates that asylum applicants are granted access to employment after having spent 4 months (instead of a 6 month waiting period) in the asylum-procedure without having received a first instance decision from the Office of the Commissioner General for Refugees and Stateless Persons (CGRS). A work permit (type C) will be issued. For asylum applicants who want to be self-employed workers, a professional card is required.

Persons with a refugee status have access to the labour market under the same terms as Belgians and do not require a work permit, nor a professional card. Applicants who have been granted subsidiary protection need to apply for a work permit (type C) or professional card (in case of self-employment). As indicated above, persons who have been granted subsidiary protection will acquire a permanent residence permit after five years and from that moment onwards, are no longer required to apply for a work permit or professional card.

It should be mentioned that the application for a work permit for beneficiaries of subsidiary protection (and other persons with a valid residence permit) is mostly an administrative formality and it is - in practice - always granted if the residence permit is still valid. Beneficiaries of subsidiary protection who want to be self-employed and who have to apply for a professional card are confronted with more administrative obstacles. With the introduction of the single permit, the work permit type C will cease to exist.

On the residence (single) permit of the person concerned it will be indicated whether there is full, limited or no access to employment.

It is expected that beneficiaries of international protection will (continue to) have full access to employment

(Source: EMN European Migration Network – National Contact Point Belgium: Integration of Beneficiaries of International Protection into the Labour Market in Belgium. Brussels May 2016)



Employment Belgium

The framework legislation on employment conditions falls under the competency of the federal government. The implementation of this law is to a large extent part of the competence of the regional authorities, which includes among others the granting of work permits to third-country nationals. Conditions to be allowed to work are determined by the federal legislator in the Law of 30 April 1999 on the Employment of Foreign Workers and its implementing Royal Decrees. Depending on the type of work permit that is applied for, 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.

In January 2014, the Federal Parliament adopted the so-called Sixth State Reform Special Law, transferring a range of competences from the level of the federal legislator to the communities and the regions, among which also the competence to legislate (and not only implement legislation) on work permits for foreigners was transferred to the regions, with the exception of the temporary work permit C for foreigners with a right to stay on another legal basis.¹ Only once new regional parliaments execute this competence will the old federal law cease to be applicable.

Asylum seekers who have not yet received a first instance decision on their asylum case within 4 months following the registration of their asylum application are allowed to work with a permit card C. By Royal Decree of 29 October 2015, the federal government brought this period to from 6 to 4 months.² These asylum seekers can work until a decision is taken by the CGRS, or in case of an appeal, until a negative decision has been notified by the CALL. Such a permit cannot be applied for anymore during the appeal procedure before the CALL if the procedure at the CGRS did not last for longer than 4 months, however.³

The work permit C allows the asylum seeker to do whatever job in paid employment for whatever employer, and is valid for 12 months and renewable.⁴ The asylum seeker has to apply for the permit with the competent regional authority. The permit automatically ceases to be valid once the asylum procedure has ended with a final negative decision by the CGRS or the CALL. In principle the employer is supposed to check on the residence status of his or her employees, but in practice employment is tolerated by the social inspection authorities until the date of validity mentioned on the working permit has expired.

Adult asylum seekers who have access to the labour market can register as job-seekers at the regional Offices for Employment and are then entitled to a free assistance programme and vocational training. In practice, however, finding a job is very difficult while in the asylum procedure because of the provisional and precarious residence status, the mostly very limited knowledge of the national languages, the fact that many foreign diplomas are not considered equivalent to national diplomas, and high discrimination in the labour market.

If an asylum seeker resides in a reception facility (LRI or collective) and is employed, he or she has an obligation to contribute with a percentage of his or her income to the reception facility and is excluded from any material reception conditions if his or her income is higher than the



social welfare benefit amounts mentioned above and the working contract is sufficiently stable.⁵ Read more in the section on Reduction or Withdrawal of Reception Conditions.

Self-employment

Asylum seekers are also eligible for self-employed labour under the condition that they apply for a professional card. Only small-scale and risk-free projects will be admitted in practice.

Volunteering

Since the adoption of the law of 22 May 2014, that changes the law of 3 July 2005, asylum seekers are allowed to do voluntary work during their asylum procedure and for as long as they have a right to reception.

Community services

Asylum seekers are also entitled to perform certain community services (maintenance, cleaning) within their reception centre as a way of increasing their pocket money.⁶

(Source: <http://www.asylumineurope.org/reports/country/belgium/reception-conditions/employment-education/access-labour-market> 27.02.2017, 02:00pm)

2.2.2. Systems and services in guidance A: Flandern

Career guidance is generally integrated into a wider range of activities and is usually related to initiatives aimed at providing education and training or employment. Various terms are used to refer to efforts in this field, for example educational and vocational guidance, school career guidance, work path guidance, learning path guidance, career orientation, life career guidance, and so on. Various services are currently involved in the provision of these types of career guidance in Flanders.

These services differ from one another because:

- the target groups differ;
- the objectives and intended results differ;
- they have been established not by government initiative, but by sectoral funds;
- they may or may not be part of a broader partnership or alliance;
- they employ specific methods or in any event methods applied differently according to the target group or the influence of legislation;
- local authorities may or may not be involved;
- their career guidance efforts may be related either closely or indirectly to other forms of counselling (health, integration, mental and social functioning, learning to learn, etc.);



- a different government minister is responsible;
- different bodies have direct responsibility for implementing initiatives and achieving results.

2.2.3. Systems and services in guidance B: Fédération Wallonie-Bruxelles

Belgium is a Federal State composed of Communities and Regions. Employment is a regional competence, education and training a community competence. The complexity of the institutional structures in Belgium makes that a part of the guidance system (related to employment) depends of the Regions and the other part (related to education and training) depends of the Communities.

Several organizations provide guidance support in the Federation Wallonie-Bruxelles (the French Community composed of Wallonia and Brussels). Some of them propose guidance in the education system and others in vocational training. Guidance in the education system aims at targeting pupils in secondary school, students in upper secondary schools, further education, parents and teachers. It is mainly managed by the CPMS (Centre Psycho Medico Sociaux). The target group of vocational guidance is adult workers and /or job seekers. The SIEP (Service d'Information sur les Etudes et les Professions) also offers personalized guidance for young people and adults.

Several other organizations offer vocational guidance. These are the CIO, Infor jeunes, le SIEP, le Laboratoire d'Ergologie de Belgique, les Missions Locales, some OISP's (Organismes d'insertion socio-professionnel), the CEFO's (Carrefour Emploi Formation Orientation).

In addition to these services some others are directly linked to the Universities. These are for example the Service AIDE of the UCL, the service PsyCampus of the ULB, the Service d'Orientation Universitaire (SOU) of the ULG, the Service d'Orientation et d'Aide à la Réussite of the Université de St. Louis, the Medico- psychological Centre of the Faculté Universitaire de Namur. Some organizations such as the SIEP and Stydyrama often organize guidance fairs and other events for young people in particular.

The professionals in Guidance act in different fields for various target groups: children, teenagers, workers or job seekers, adults, students. Depending of the field of action, these professionals have their own objectives and methodologies.

Guidance system presents diverse practices: information, documentation (general counselling), coaching, mentoring, face-to-face advice, training and education choices...

Depending on demand and the operator, guidance mission may be situated at several levels of education or vocational training and be practiced individually or collectively. The guidance system at national level of the Federation Wallonie-Bruxelles (the French Community composed of Wallonia and Brussels) is not coordinated or harmonized by one and unique central structure. That means for the user that it is difficult to find efficiently the right



information on the right moment. One of the aims of the Euroguidance Centre is to highlight these guidance services in order to help the right user to access to the right service.

2.2.4. Examples of existing measures and services for migrants and refugees

No examples found



2.3. France

2.3.1. Laws and regulation concerning migration and refugees

A reform of the asylum law was approved in July 2015. Concerning access to the labour market, no major changes were made, except bringing down, from twelve to nine months, the period before which asylum seekers can apply for a work permit.

Asylum seekers

In principle, asylum seekers are not entitled to work during the examination of their application in France. Access to the labour market is allowed only if OFPRA has not ruled on the asylum application within nine months after the registration of the application and only if this delay cannot be attributed to the applicant (Article L.744-11 of CESEDA). In this case, the asylum seeker is subject to the laws applicable to third-country national workers for the issuance of a temporary work permit. This is also the case where an appeal is brought before the National Court for Right to Asylum (CNDA), without any waiting period, and where the asylum seeker has obtained the renewal of his or her temporary residence permit.

The work permit has to be applied for at the Regional Direction for Companies, Competition, Consumption, Work and Employment (DIRECCTE), a Ministry of Labour institution. The work permit has the same validity as the asylum seeker's temporary residence permit, which is renewable every three months. A work authorization only allows a salaried activity: self-employment is not possible under the law. In accordance with Article R341-4 of the Labour Code, to grant or deny a work permit the administration can undertake a 'labour-market test' taking into account the employment situation in the professional sector and geographical area concerned. According to the principle of "enforceability of the employment situation", work authorization is issued to an asylum seeker only if there is no French or European citizen and no foreign national already holding a work authorization who can be employed. The denial of a work permit must be motivated with statistical data.

There are no official data on the applications for a work permit requested by and granted to asylum seekers. Interviews indicate that in practice, very few asylum seekers apply for a work permit. This is due first of all to the heavy requirements, including an offer of employment (*promesse d'embauche*). It is hard for an asylum seeker to find an employer willing to recruit him, when his/her residence permit is only valid for three months and states that the holder is not authorized to work. The fact that the duration of the work permit cannot exceed the duration of the residence permit entails additional administrative hurdles. It should also be noted that about two thirds of asylum seekers are accommodated outside the reception system and most of them do not have access to counselling and legal/administrative support to prepare an application file.



Interviews also indicate that the vast majority of work permit requests are denied based on the unemployment rates recorded in the requested sector. The head of DIRECCTE Paris reported that most of the time, the work permit is denied because of the employment situation, as nearly all asylum seekers wish to work in low skilled occupations with high rates of unemployment. She reported that, in 2015, her office granted only one work permit to an asylum seeker from Iraq, who was willing to work as translator for a French company that was opening a branch office in Iraq.

Article 744-11 of CESEDA provides that asylum seekers who have had access to the labour market can benefit from professional training. However for the moment no vocational training schemes have been launched.

Refugees

Except for some civic rights like the right to vote and mobility, refugees enjoy the same rights than as citizens. Refugees have free access to the labour market and to the services offered by *Pole Emploi*. As soon as they are granted protection, they are automatically entitled to unemployment benefit (*revenu de solidarité active*, RSA) even if they have not previously worked in France. Article L751-1 of CESEDA provides that after obtaining refugee status, refugees benefit from personalised support so as to facilitate their access to employment and accommodation. The way this article is implemented can be seen in REFISMES 1 to 5 described below.

However, several professions are limited to French nationals, such as civil servants, public-accountants, solicitors, lawyers, court bailiffs, veterinary surgeons and tobacco dealers. Moreover, a number of occupations – including medical professions, travel agents, and funeral directors – are regulated (*reglementées*), that is their practice is conditional on authorization from a professional association (*ordre professionnel*) and to a diploma obtained in France. If a refugee wants to practice one of these professions, he/she has either to retake the diploma in France or to pass a test.

In the case of medical professions, for instance, there is no equivalence for diplomas obtained outside the EU. To practice in this sector one has either to obtain a French diploma or to apply for an authorisation to practice released by the Ministry of Health. In order to obtain this authorization one has to pass an exam on knowledge and one on practice. French knowledge required to pass the test is B2 or higher. The most difficult situation is faced by nurses: in their case no authorization can be released and it is necessary, to practice, to take a course in specialized training centres, which lasts three and a half years. The admission exam to the training is very competitive, it entails an admissibility test and two admission tests. The exemption of certain courses depends on the opinion of the school director. The time needed to both prepare the admission test and do the training is around five years. Based on the



interviews and on the studies examined, further legal and administrative obstacles to the integration of refugees into the job market include:

- **Recognition of professional titles and qualifications:** often refugees cannot provide documentation of their qualifications, as they may have lost the certificates or left them in the country of origin. Moreover, in France there is no principle of juridical equivalence between diplomas obtained abroad and those delivered by the Ministry of Education. The Enic-Naric, the body responsible for validating foreign titles, can only certify the validity of the documents and attest the duration of studies abroad.
- **Refugees younger than 25** are not entitled to receive either unemployment benefit nor *Pole Emploi's* allowance for asylum seekers. If unemployed, they have no revenues.
- **The length of the administrative procedure to obtain the refugee card** that authorizes work: once the asylum authorities have taken a positive decision, before issuing the refugee card, OFPRA has to release a civil status certificate, which can take more than one year. During this time, refugees continue to be given temporary permits of stay valid for three months. The lack of a resident card attesting a durable presence on French territory may be an obstacle to finding an employer and in some cases even to benefitting from the *Pole Emploi's* services.³⁵ In this regard, holders of subsidiary protection status may face challenges not experienced by refugees due to the relatively short length of their residence permit (one year).

2.3.2. Systems and services in guidance

Introduction

What is characteristic of the French system is a great diversity of the services providing information and guidance. The benefits of this situation are a wide range of techniques, of practices, of practitioners and a large number of guidance providers all over French territory. But what is missing is a certain coordination and harmonization at a national level, which means for the user a lack of visibility.

In order to change that, since January 1st, a new law organizes the regional guidance public service "le service public regional de l'orientation (SPRO)" which responds to user's expectations while taking account to economical development areas. The State defines at a National level guidance policy regarding pupils and students at schools and universities. The region coordinates actions of others organisms inside the regional guidance public service and sets up the "conseil en évolution professionnelle". The region has an information role and put in place the network regarding the "validation des acquis d'expérience" (accreditation of prior learning).



Even if other ministries are involved as the Ministry of Higher Education and Research and to a lesser extent Ministries of Youth and Agriculture the main guidance providers are run by two Ministries, the Ministry of Education and the Ministry of Employment. Guidance services depending on the **Ministry of Education** are targeting post-primary schools, higher and further education institutions, roughly 515 guidance services (CIO Centre d'Information et d'Orientation) and a national information provider ONISEP (Office National d'Information sur les Enseignements et les Professions). The job is carried out by well trained practitioners such as guidance counselors called “ Conseillers d'Orientation Psychologues ” and non specialists, such as teachers. These counselors are working both in the educational institutions and in guidance centers.

There is also what we call MLDS (Mission de lutte contre le décrochage scolaire) which is a entity focusing on school drop outs.

In each university there is a guidance service called SCUIO (Service Commun Universitaire d'Information et d'Orientation).

The offices of the **Ministry of Employment** are in charge of the enquiries/information/guidance system for adults who are seeking for an employment or wish to retrain, move or develop additional skills. This provision is delivered by employment advisors through the countrywide network of national employment agencies (**Pôle Emploi**). Pôle Emploi agencies cater for all adults whether they are in or seeking for an employment, waged or self-employed.

Another network reporting to the Ministry of Employment is the one of employment centres (**Maisons de l'emploi**). Their purpose is to help the various agencies involved (local authorities, Pôle Emploi), to work more closely together on the basis of an area plan.

The national information centre for continuing training known as **Centre INFFO** is also under the umbrella of the Ministry of Employment. His task is to disseminate information to all those who work in continuing vocational training in the broadest sense.

Other bodies also offer vocational guidance and advice :

– At regional level, information about continuing vocational training is spread by training action, resource and information centres (centres d'animation, de ressources et d'information sur la formation or **CARIFs**). Financed jointly by the Government and the regions, the CARIFs have links with social partners and with public and private bodies involved in vocational training, and they supply information to people who work in training, particularly to local enquiry/information/guidance points. The CARIFs maintain up-to-date documentation on training provision at regional level. They offer a forum where trainers in a given region can meet and exchange ideas.

– Local offices (**Missions Locales** or **ML**) and enquiry/information/guidance points (permanences d'accueil, d'information et d'orientation or **PAIOs**) have been established since 1982 by local authorities. Their mains goals are to welcome, inform and guide youngsters (16-



25ans) having social and workplace integration difficulties. They try to help them into their integration pathway and to access to lasting employment.

- Some training organizations include, as part of their work, guidance, advice and placement services;
- Some joint bodies managing training-insurance funds – as the Individual Training-Leave Management Fund (Fonds de gestion du congé individuel de formation or **FONGECIF**) – inform employees about their entitlements and advise them;
- Chambers of Skills and Crafts or some economic sectors have set up structures to develop guidance work;
- interinstitutional skills-assessment centers (**Centre Interinstitutionnel de Bilans de Compétences CIBC**) serve both employees and job-seekers who need to plan their careers;
- Private guidance centers and private press agencies such as L'Etudiant, Studyrama, offer information for secondary school and university students.

This wide range of information, guidance and counseling services has been shaped by differences in respect of the target group (school pupils, young people, adults, the unemployed, women, the disabled), the kind of service offered (individual counseling, skill audit, group or individual services, training, information), practitioners' qualifications (counselors, psychologists, teachers, information providers, social workers), the status of facilities (public, private, voluntary, commercial, professional) and financing (state, local authority, joint organizations, enterprises, users)

Recent policy developments in the field of guidance in France

Policies regard all sectors concerned by lifelong guidance.

1. Three years of sectorial initiative
 - 2007: A frame for the **“socle commun de compétences”** (knowledge, skills, abilities) in compulsory school. Instructions of minister of education demand in 2009 activities for discovery of careers and training for children. In upper secondary schools (**lycées**) more time will be dedicated to guidance including best knowledge about careers and about technical and higher education courses. So secondary schools will participate as a part of the “public lifelong guidance service”
 - Law n°2007-1199 of aug 10th 2007 concerning **autonomy and responsibilities of universities give them a mission of guidance and career service**. They develop practices of skills-port-folios in order to help students to prepare their employability.
 - The law n° 2008-126 of feb 13 th 2008 concerning the reform of **public employment service** gives to new body (« Pôle Emploi ») the task to receive, inform, guide active people unemployed or employed.
 - several decisions related to youth conditions (coordination for dropping out, apprenticeship, solidarity (RSA) income for autonomy of unemployed young workers)



resulted from the “**livre vert pour la jeunesse**” of High Commissioner for Youth in 2009.

2. A Law (2009 promulgated on November 24th) about Lifelong guidance and vocational training

The law has created a « public lifelong guidance service » organized “to guarantee all people an access to free, full and objective information on occupations, training, certifications, job opportunities and remuneration levels as well as access to quality, networked guidance advisory and assistance services.”. The law also states the eligible structures participating in the public lifelong guidance service. All those bodies offer a range of services in a single place for all persons and provide :

“1° full access to objective information on occupations, skills and qualifications required to practice, and training and certification arrangements, as well as the training bodies and the quality labels granted to the said bodies;
“2° personalized advice to help people being able to make an informed choice of occupation, training or certification suited to their aspirations, their abilities and the occupational prospects associated with the foreseeable needs of society, the economy and regional planning and, where the occupation, training or certification envisaged concerns a specific guidance or assistance service provided by another body, to be suitably directed to this body.”

The law plans an e-guidance service (“service dématérialisé”) in order to provide each person a first information or advice for guidance and training, and will lead them to bodies able to provide them convenient information and counseling about their professional pathways. This service may be funded by State, regions, and specific Funds managed by social partners

3. Laws of July 2013

Laws n°2013-595 of July the 8th and n°2013-660 of July the 22th strengthen guidance support and high school and university students. The first one “loi d’orientation pour la refondation de l’école” strengthen the possibility for high school graduates (whatever the kind of diploma : professional, technological or general) to go on in undergraduate studies. At the same time, the “loi d’orientation pour l’enseignement supérieur et la recherche” withdraw a general frame for all students’ success whatever the field of study. These new disposition lead to a better harmonization between the three years before graduation (High school) and the three years after graduation.



2.3.3. Examples of existing measures and services for migrants and refugees

France does not implement any measure for asylum seekers labour–market integration. Some asylum seekers accommodated in reception centres (around a third of the asylum seeking population) might benefit from *ad hoc* activities organized by associations that run the centres. These mainly concern individual support and language courses provided by volunteers.

This review identified four types of REFMISMES addressed to refugees: 1) those provided by the OFII

(REFMISME 1 to 4), targeting refugees as part of the wider population of foreign newcomers; 2) personalised support provided within *Centres Provisoires d’Hebergement* (temporary accommodation centres for refugees) (REFMISME 5); 3) a plethora of programmes run by associations locally, sometimes in partnership with local authorities (REFMISME 6 to 13); 4) a plethora of initiatives run by other private actors, most of them recent and localized (for instance REFMISMES 14). In addition, 5) new initiatives are being discussed today. Concerning groups 3), 4) and 5), time was too short to indentify all relevant projects. Therefore, the following inventory includes only the main projects run by French associations and other initiatives that came up in the interviews and through literature reviews.

Personalised counselling is the most widespread form of support offered to refugees. According to most interviewees, a number of good practices and effective initiatives can be indentified (like Accelair program = REFMISMES 6). However, considering both the limited numbers of refugees targeted and reached by these measures, as well as the scope of the barriers to employment, this set of initiatives remains insufficient. They cannot hope to tackle the above-mentioned obstacles that refugees face in integrating the job market decisively.

Interestingly, some interviewees mentioned that they are aware of a need for workers in some professional sectors and even of a more specific demand for non-French professionals (for example foreign doctors in areas of strong ethnic concentration). MEDEF made the example of roofers. Yet they highlight how a number of legal, administrative, macro-economic obstacles pertaining to the asylum system and to the labour market prevent the direct access of asylum seekers and refugees to these posts.

Support measures by the OFII to all new migrants, including refugees

Since 2007, migrants from outside the EU, including refugees, must, upon their arrival in France, sign a Reception and Integration Contract at the French Office for Immigration and Integration (OFII). In 2013 and 2014, refugees and family members represented around 10 per cent of the 110,000 signatories of the contract (EMN 2014, OFII 2015). The services organised by the OFII as part of the contract include:

REFMISMES 1: an **assessment of professional skills** for signatories who are not employed at the moment of the signature, aimed at favouring their professional insertion on the labour



market. The assessment is carried out before the signature of the contract, as soon as the person has sufficient proficiency in French. It lasts around three hours. It aims at enabling newly-arrived migrants to capitalise on their experience, qualifications, professional skills and know-how when looking for a job. Signatories can ask for information on diploma recognition and on the labour market situation (recruiting sectors, etc.) and they receive orientation on how to organise their job search and on vocational training opportunities. A written record is given at the end of the meeting. The holder can present it to *Pole Emploi* officers or to potential employers.

REFMISMES 2: **language trainings** for signatories whose language skills are considered weak by the OFII officer during the initial interview. Courses are free and can last up to 400 hours (average length in 2012: 280 hours) over six months. At the end of the courses a certificate can be issued, either for the First-Level Diploma in French as a Foreign Language (DILF) or, in some cases, the Diploma of French as a Foreign Language (DELF).

REFMISMES 3: an **information session on life in France** aims at providing practical information, including administrative procedures and access to rights. A module is dedicated to job market access. The session can last anything from one to six hours.

In the period 2010-2014, between 100,000 and 110,000 contracts were signed each year. The beneficiaries of the skills assessment decreased from 60,000 in 2010 to 37,000 in 2014, and language training was recommended and provided to some 23,000 individuals per year (OFII 2015). Language training involved people from more than 140 countries, with Algeria, Turkey, Morocco, Sri Lanka, Russia, Syria and Bangladesh being the main countries of origin.

At the beginning of 2013, the Interior Ministry asked the General Inspectorate for Administration and for Social Affairs to carry out an assessment of OFII integration policies. The assessment mission report concluded that the services provided as part of the reception and integration contract are too standardised, and lack sufficient evaluation of new migrants' individual needs. The mission noted that whilst the reception policy had correctly identified that language learning and access to employment are the key focuses for integration, the services offered had not proved their effectiveness and had not lifted the barriers to successful integration. It was noted, *inter alia*, that the skills assessment seemed fairly poorly adapted to migrant specific needs, and few of them understood its immediate interest for them (EMN 2014).

Several interviewees highlighted how, for the refugee population, these measures for newly arrived foreigners actually arrive late – often two or more years after their arrival in France. It was also stressed that while language courses are relevant and useful, they do not cover migrant needs (see also Karoutchi 2014 and Tuot 2012). Training is basic, and according to some interviewees, all those who have a basic level are exonerated from the training: several associations invite their clients to simulate no knowledge, so as to be entitled to the maximum number of training hours.



Regarding the skills assessment, interviews indicate that its usefulness is limited. OFII officers give advice but no direct support. Signatories often, as the data quoted above show, do not avail themselves of this opportunity. If they have occasional jobs or work on the informal market, they find it difficult to find free time during working hours. Some of them perceive the meeting as a further administrative requirement that is part of a mandatory administrative procedure rather than an opportunity. One interviewee stated that along with holders of a permanent contract, holders of a temporary contract do not have to take the skill assessment. Camille Goudreau, who did a PhD thesis on the OFII, argues that OFII integration policy and practice participates in the process of ethnic stratification and job market segmentation, as OFII officials orient signatories toward low skilled and precarious jobs, in socially devaluated sectors like building, restoration, personal care (Goudreau 2015).

REFMISMES 4: OFII partnership agreements. According to the *Annual Policy Report 2013 on asylum and migration* (EMN 2014) and to the website of the Ministry of Interior, since 2009 the OFII and the DGEF signed a number of agreements with different actors on the labour market. 1) One with *Pole Emploi*, the national public establishment for access to employment (2010-2013) to facilitate the orientation of job-seekers who have signed a contract of integration, and to reduce the time that this population invest to find work. Other partnerships include: 2) professional sectors facing recruitment difficulties (such as cleaning/domestic work, temporary work and transport/logistics) aimed at facilitating access to these sectors by providing information to job seekers; 3) large economic networks and companies (such as Coca-Cola) with a view to setting up access programs to employment forums, "job dating", coaching and sponsorships, job-seeker preparation by managers or company directors; 4) main start-up support and micro-credit networks, in order to favour the entrepreneurship of foreign newcomers.

These partnerships were not mentioned in the other reports examined, nor in interviews. Several interviewees mentioned that *Pole Emploi* has no specific initiatives either for refugees, or, indeed, for foreign nationals in general. One interviewee stressed that *Pole Emploi* can fund vocational training, but provides no help to clients in finding training schemes.

Personalised support provided in temporary reception centres

REFMISMES 5: Overall support at Temporary Reception Centres (*Centres Provisoires d'Hebergement*,

CPH). After obtaining refugee or subsidiary protection status, some refugees and their families get access to temporary reception centres for refugees. Around 1,500 places are currently available, distributed across 30 centres. Some 20 associations run the centres with state funding. Refugees can remain up to six months in these facilities. Refugees that are not accommodated in CPH are excluded from these services. In principle, all accommodated refugees are systematically provided with overall individual support, including labour-market integration support. This support includes coaching in access to common law and in dealing



the with *PoleEmploi*. Additional and more specific services vary from centre to centre, depending on the programs and the funding available to the associations that run the centre.

In Massy, for instance, 43 Cimade's team of social workers provide individual counselling to deal with administrative procedures, and to look for jobs and accommodation. Support for professional integration includes support in developing a professional project, in the search for job and vocational training, and in the search for funding for training. In addition, volunteers provide language training twice a week. Mathematics and computer courses are also available.

Programmes managed by local associations

REFMISMES 6: **Accelair Programme run by Forum Réfugiés** was launched in 2002 in the Rhone Departement with EU funds. It still runs today, funded half by the State and half by the EU. It offers individual support for the search for accommodation, job and vocational training to newly recognized refugees (in the first year after recognition), regardless of their accommodation situation. In the professional field, the NGO's staff offers support for: the preparation of applications for unemployment allowance; a skill assessment; the development of a professional project; searching for a job; finding linguistic training; and maintaining a job. The project activities also target actors on the territory, offering mediation and translation services and raising awareness on refugees among local authorities and companies. Among the initiatives promoted by Forum Réfugiés in the past years: there is language training in the workplace for companies who have offered to hire refugees; and language training and driving licence tests.

According to the data provided by the NGO,⁴⁴ the project offers capillary coverage. In 2014, some 800 households (some 1,200 adults) of 55 nationalities received support, and two thirds of the beneficiaries of the Accelair project had access to training or to a job. The speed of access to the first training was 4.9 months and 8.7 months for a job. Today, the project supports some 90 per cent of the newly-recognized refugees in the Rhone department. Since its creation, it has allowed 2,150 households to access accommodation, more than 1,600 training places and 2,700 job contracts.

According to Forum Réfugiés, the key strengths of the project are three. First, the extended network of local actors that the association has built and strengthened since 2002. The project relies on a broad partnership that gathers together institutional actors (*Pole Emploi*, OFII, prefecture, local public authorities, social housing landlords) private actors and actors specialized in assisting refugees (such as Entraide Pierre Valdo and Adoma). The project ensures not only visibility for refugees, but provides key opportunities for accommodation, job, as well as funding. Second, the Forum brings together support in the search for housing and support for the search of work, as a way to accelerate integration. The project targets, third, refugees regardless of their accommodation situation, thereby extending assistance to refugees living outside official accommodation centres. The main challenge that Forum Réfugiés faces is to keep the same quality of support in the face of an increase in newly-recognized refugees.



Since 2008 there have been several attempts to export this project to other Départements, but budgetary challenges have prevented its expansion so far. The project is expensive and requires an intense commitment on the part of local authorities.

REFMISMES 7: **Centre d'accueil et de préparation à l'insertion** (CAPI, Reception and first integration centre) run by France Terre d'Asile in the Ile-de-France Region. This centre catalyses three initiatives: 1) an open centre (permanence) that offers counselling to all refugees on how to access accommodation, work, training and social rights; 2) a temporary reception centre that offers overall support to accommodated refugees; 3) the project "Clefs de France" (Keys to France) that uses mobility to foster integration – refugees are invited to move from the Ile-de-France Region to areas where housing is easier and where there is less concentration of refugees. The challenge is that when housing is usually more accessible, there are fewer job opportunities. In addition, mobility entails high costs for the local authorities in the receiving areas. Since 2012, 1,045 households have been supported by the CAPI project.⁴⁵

REFMISMES 8: **RELOREF project run by France Terre d'Asile** (*Réseau pour l'emploi et le logement des réfugiés*, Network for refugee employment and housing). This project was launched in 2004 with the aim of creating partnerships with companies and networks of employers so as to create job opportunities for refugees. Discussions are currently ongoing with MEDEF, the main employers' organization (see below). This project also prepares tools for advocacy and personal support, such as guides and atelier kits that consolidate knowhow in employment support. See, for instance, FTDA 2006.

REFMISMES 9: The **Association for the reception of refugee doctors and medical attendants** (APRS, *Association d'accueil aux médecins et personnels de santé réfugiés en France*) was created in the 1970s, in the aftermath of the *coup d'Etat* in Chile, with the aim of assisting refugee health professionals. There was, particularly, interest given the difficulties that they face in practising in France without a French diploma. PRS is based in the Parisian Sainte Anne hospital and is run by medical practitioners. Today it has one employed administrative staff member and five volunteers. APRS offers personalised support in person, by phone or by mail, making giving an insider's knowledge of the professional sector. Counsellors provide information on laws and administrative procedures; help recipients to develop a viable professional project in France (for example, they often advise nurses who are not ready to invest several years in a French diploma to opt for a much shorter training course that entitles them to practice as nurse auxiliary); and they provide support with administrative procedures (preparing applications). Moreover, thanks to their contacts, counsellors can assist in finding training and internships opportunities.

According to the data provided by APRS, some 100 refugees and asylum seekers per year contact the association. They are mainly referred on by associations, the prefecture and accommodation centres. In 2015, recipients were mainly from Ile-de-France Region. Most contactees are doctors and nurses. In the past two years, Syrian nationals were highly represented (40 per cent in 2015). According to the APRS director, several individuals decided to renounce practice in the medical sector or accept downgrading, especially if they need to



earn money quickly. The services provided are very useful in finding one's way in the country and are also an opportunity to receive support from fellow professionals. Yet PRS has difficulties in finding a stable source of funding: since state support has ended, APR relies on private donations and on its volunteers.

REFMISMES 10: **SINGA activities.** This Paris-based association was created in 2011 and proposes a distinctive approach to socio-professional integration. It conceives refugees as actors (rather than beneficiaries) in need of tools (rather than assistance), and its primary aim is to integrate refugees within social networks. SINGA runs a wide range of small projects that target a small number of refugees, and French society as a whole. These projects include: team labour counselling and orientation for entrepreneur projects, including language training; support in administrative procedures and search for funding; networking between individuals and actors/initiatives (ex universities, private actors); the creation of cultural or sport events as occasions of encounter between refugees and the local population; and training on interculturalism. Today, some twenty salaried staff and more than 18,000 people have signed up to the social events.

REFMISMES 11: **Counselling at CASP** (Protestant centre for social action, *Centre d'action sociale*

protestant). CASP has an Asylum Unit. Two staff members in Paris offer personalised support to some 200 refugees per year. These staff members provide assistance in finding a job or vocational training. They support refugees in dealing with *Pole Emploi*, in following administrative files such as applications for the recognition of diplomas, they organize language training and workshops. According to the 2014 association report, this action facilitated the employment access to 97 refugees (CASP 2015).

REFMISMES 12: **Counselling at the Jesuit Refugee Service.** The JRS runs a similar counselling activity in finding housing and employment in the Paris area. It targets some hundred refugees per year. These are mainly referred to the JRS by other associations. Among the support provided: help in preparing CV; looking for training opportunities; assistance in answering announcements on the internet; psychological support; and a circulation of CV in mailing list.

REFMISMES 13: **"Bail glissant" (sliding lease) project run by ELIA association.** This association operates in the Bouches du Rhône Departement. Since 2004 it has run a project that provides refugee families with counselling and support in finding accommodation and work. So far this project has provided integration assistance to several hundred refugees.



Other initiatives by local associations

Other local initiatives for which little information could be found include:

Association Passerelle in Roche sur Yon. The service AISPR (*Accompagnement à l'insertion sociale et professionnelle des réfugiés*) was created in July 2009. It provides counselling to refugees and made an agreement with the local section of *Pole Emploi* (FNARS 2014).

Chantier d'insertion les potagers de Marcoussis (Integration site Marcoussis's vegetable garden). Essonne Departement, Ile-De-France. This association supports vulnerable people in finding durable

employment offering a temporary job contract in the production of biological vegetables in Marcoussis countryside. This temporary activity offers the possibility of integrating a professional setting with vocational training, and the acquisition of skills that are transferable in sectors facing recruiting difficulties, and receiving individual support for the development of a socio-professional project. In recent years some refugees have also benefitted of this project.

Initiatives by private actors and volunteers

A great number of local initiatives run by private actors or groups of volunteers are mushrooming at the moment. Several of them offer language training. For instance, an inter-university network of volunteers is developing in order to promote refugee's access to professional language training and studies.

Among the initiatives run by private actors:

REFMISMES 14: **Scholarships awarded by the *Entraide Universitaire française***. Every year the *Entraide Universitaire française* (French University Mutual Assistance) grants scholarships to more than 130 refugees in order to allow them to continue their studies in France. Scholarships target in particular refugees who are older than 28 and who are not eligible for other grants. Since 1945 some 15,000 scholarships have been awarded.

Initiatives under discussion

The **Jesuit Refugee Service** will soon launch the initiative "*comprendre pour apprendre*" (understand to learn). The NGO is currently creating the partnerships on which the project will rely. The main outcome will be a website that will centralize information on all existing initiatives aimed at favouring the integration of refugees. The website will allow both refugees and actors operating for their integration to access to and to exchange information.

MEDEF, the main French employers' organization, is discussing initiatives aimed at favouring the professional integration of the refugees relocated from hot spots. In summer 2015, an internal working group was created that brings together interested companies, the Ministry of Interior and associations. The aim is to engage private companies in helping refugees to find employment (for example creating a network to provide training and counselling for refugees)



and in supporting refugees' entrepreneurship. Among the companies interested in participating in the initiative are big ones like Michelin, Total, Air Liquide and Sodexo, as well as smaller ones. Their motivations vary. Some need workers, others value visibility and diversity and have a sense of social responsibility. According to a MEDEF representative, the main issues at stake for employers are: the need to assess refugee skills and language skills and to assure themselves that refugees have driving licences, often needed outside Paris (Syrian driving licenses, for example, are not recognized in France).



2.4. Germany

2.4.1. Laws and regulation concerning migration and refugees

The right to enter the labour market depends on the migrant's actual legal status (refugee, subsidiary protection status, asylum seeker, tolerated refugee). For many years, asylum seekers and tolerated refugees were widely banned from employment. This political strategy of excluding asylum seekers from the labour market has gradually been relaxed in the last years. Since 2014, the employment ban for asylum seekers has been reduced to three months after the formal application for asylum or registration after crossing the border into Germany. After this period asylum seekers are entitled to engage in gainful employment on condition that the workplace cannot be staffed with a preferential person, i.e. a national or an EU citizen (the so-called priority review). Also, tolerated persons have only inferior access to the labour market. The priority review is dispensed with as soon as asylum seekers and tolerated refugees have lived for fifteen months in Germany. Furthermore, for four years, asylum seekers need formal approval from the authorities that the employment relationship does not fall below the general wage level (*Arbeitsbedingungsprüfung*). Asylum seekers with a presumably high probability of recognition (i.e. coming from Eritrea, Iran, Iraq or Syria) are supported in getting early access to the labour market. Since October 2015, asylum seekers from these countries get immediate access to the so-called integration courses (600 hours language training plus 60 hours instruction in culture and political system) provided by the federal government: an important precondition for finding a job.

Persons who have been granted either refugee or subsidiary protection status obtain a residence permit (*Aufenthaltserlaubnis*) and thus are entitled to gainful employment without restriction. According to German Asylum Law, a residence permit may be cancelled within three years if the reason for asylum ceases to exist due to an improved situation in the country of origin. Although this regulation has been applied in only very few cases, it causes uncertainty about the long-term prospect of settlement in Germany for the migrants.

On 3 February 2016 the federal government announced that asylum seekers who start an apprenticeship will obtain a guaranteed residence permit limited to the duration of the apprenticeship, plus two additional years for gaining job experience. This makes planning easier for the company offering the apprenticeship compared to the situation before. As a result of a number of other legal improvements, asylum seekers are entitled to get an apprentice's pay according to the Social Security Code Book III (*Berufsausbildungsbeihilfe nach SGB III*). However, the situation for young asylum seekers from so-called secure countries of origin (mainly the Western Balkan states) has deteriorated and they are no longer allowed to take up an apprenticeship in Germany.

Although a number of restrictive regulations concerning labour-market access have been scaled back recently, in practice, asylum seekers and tolerated refugees still meet many bureaucratic obstacles. Local foreigners' registration departments often work very slowly



when granting an employment permit. Employers who are willing to employ asylum seekers or refugees thus often feel insecure if a job applicant passes the priority review or if he or she may be expelled after three years with a residence permit. Thus many German employers declare, in principle, their willingness to employ asylum seekers and refugees; however, in practice they may be discouraged by time-consuming bureaucratic procedures.

(Source: BertelsmannStiftung, 2016)

2.4.2. Systems and services in guidance

Introduction

The German Guidance system provides in principle access to educational and career guidance services for all citizens at any stage of their lives – whether they are in education or training, employed, unemployed or looking for continuing education.

The structure of guidance provision reflects the German education and employment system with its shared responsibilities between the Federal Government, the federal states and the municipalities.

The provision of career guidance is traditionally based on the distinction between:

Educational guidance in the educational sector:

- School Guidance and counselling
- Guidance on educational paths
- School Psychological Service
- Vocational and Career Guidance by the Federal Employment Agencies (FEA)
- Higher Education (HE) counselling services
- Career and educational guidance, offered by guidance services and networks like the Landesnetzwerk Weiterbildungsberatung Baden-Württemberg

Vocational guidance in the vocational training and employment sector

- Placement and counselling in the FEA/Job Centre
- Career guidance in the FEA
- Municipal educational guidance, adult education centres
- Career Guidance in the chambers
- Guidance by providers of further training

The vocational counsellors from the local employment offices of the FEA work on a national level, whereas the vocational counsellors of the International Placement Service of the FEA



(Zentrale Auslands- und Fachvermittlung (ZAV) offer educational and vocational guidance on a European and International level.

Lifelong Guidance Strategy in Germany

In 2006 the German National Forum Guidance in Education, Career and Employment (nfb) was founded.

The National Guidance Forum contributes to a strategy of Lifelong Learning in Germany in which a coherent system of lifelong guidance is an integral component.

The general aim of the Forum is to promote the professionalism and quality delivery of guidance in education, initial and further vocational training and in the employment sector in Germany. It aims to stimulate the further development of a coherent guidance system which meets the different needs of the users and to draft guidelines for quality and quality assurance which are accepted and recognized by all actors and stakeholders in Germany.

2.4.3. Examples of existing measures and services for migrants and refugees

Since 2015, there has been an intense debate on how to integrate effectively asylum seekers, who will likely be long-term residents, as well as refugees into the regular labour market.

Different viewpoints have emerged:

- Employers and business associations and chambers point mainly to the demographic changes, i.e. population loss and the future needs of qualified labour. They argue very much in favour of qualifying asylum seekers and refugees in such a way that they become skilled personnel. Therefore, they started a large number of initiatives aiming at the integration of asylum seekers into qualification programmes and especially into the dual vocational training system (e.g. in Baden-Württemberg: ...)
- Government policy will now integrate asylum seekers and refugees into the mainstream of the general support schemes for workers at large. The existing system of employment promotion is to be modified and enlarged so that the special requirements of asylum seekers and refugees may be accounted for as well. A divide in employment promotion between refugees and other groups of the long-term unemployed is to be avoided in Germany.
- The official employment agencies (Employment Agencies [*Arbeitsagenturen*] and local *Jobcenters*) aim at preventing long-term unemployment among newly-arriving asylum seekers and refugees. Responsibilities are splitted between these two institutions according to the legal status of the asylum seekers and refugees. The *Arbeitsagenturen* are responsible for persons who are in the asylum process. *Jobcenters* take care of persons with a recognition and a (temporary) permission to stay (*Aufenthaltserlaubnis*). Experience shows that the unemployed are harder to place in regular employment the longer unemployment lasts. Especially at the local



level, persons in charge argue that, therefore, the unconventional measures should be applied that refugees will be quickly integrated into the job market: with language courses and modular vocational qualifications. Many Arbeitsagenturen and Jobcenters (e.g. the Arbeitsagenturen and Jobcenters Stuttgart) have established specific teams and Units that deal with the integration of asylum seekers and refugees into the labour market and have started large programmes like the “RISE” project of the Jobcenter Stuttgart)

- Besides, some of the German Federal States (Bundesländer) would like to support asylum seekers and refugees far beyond national strategies – aiming at offering initial language classes and vocational integration initiatives right from the beginning of the stay of asylum seekers in Germany.
- As far as the refugees themselves are concerned, they are basically interested in quickly getting employment and income.

Although “mainstreaming” is the current focus of labour-market integration, in the following text the acronym REFMISMES will be used as well. Please note, however, that REFMISMES often includes measures which are provided for all groups of immigrants and German workers, too.

In terms of strategies and measures for promoting the employment of refugees, in the German federal system labour-market policies exist at the federal, regional (*Bundesländer* or Federal States) and local levels. Employment policy does not, in general, differentiate between nationals and foreign nationals with legal access to the labour market. The same instruments are provided for both. However, migrants have a much weaker position in the labour market. They are more often affected by unemployment and low-qualified jobs. This is why, in active labour-market policies, there are a number of additional measures available that specifically aim at compensating the employment disadvantages of immigrants.

Public sector

The federal government and the Ministry of Labour, in particular, focus on: providing access to general and vocational language courses; the recognition of formal qualifications acquired abroad; as well as including this target group in all regular labour-market policy measures. Therefore, all political and economic programmes that are relevant for labour-market integration are mainstreamed with regard to the needs of asylum seekers and refugees.

The specific instruments that are most important for the labour-market integration of refugees are the so-called ‘integration courses’. These comprise 600 hours of language tuition and 60 hours tuition on German culture and the German political system. Since October 2015, asylum seekers from Eritrea, Iran, Iraq and Somalia are also entitled to take part in these courses, even



if they have not yet been granted refugee status. The federal government, given the changed situation, has doubled the budget for integration courses in 2016.

There are, also, the so-called vocational language courses focusing on command of German in the employment context (*ESF-BAMF-Kurse*). These courses include up to 730 teaching units. These courses, too, have been opened to asylum seekers with a high and medium probability of being granted asylum .

Currently, a new funding scheme for vocational language courses is established in Germany in the framework of a regulation on vocational language support (*Verordnung über die berufsbezogene Deutschsprachförderung (DeuFöV)*) which is in force since 1 July 2016. The DeuFöV classes are part of the new “overall” language programme “Gesamtprogramm Sprachen” combining integration classes with other types of specialized language courses. The federal office for migration and refugees (*Bundesamtes für Migration und Flüchtlinge (Bamf)*) is in charge of this new type of vocational German classes. General language classes above the level of the integration classes (usually as from level B2) are already running all over Germany. Specific classes for different economic sectors (e.g. health and nursing, child care, crafts etc.) are just established. The “DeuFöV programme will replace the ESF-Bamf-Kurse. This might already be the case in early 2018, depending on the successful establishment of DeuFöV classes and budget left in the ESF-Bamf programme.

Finally, the government is fostering the identification and recognition of job qualifications which asylum seekers and refugees have acquired in their home countries. The major challenge here is how to attest vocational competences which have been acquired in an informal or non-formal job practice. To tackle this question, the Federal Ministry of Education and Research has launched the project “Prototyping Transfer”, where specifically designed testing methods are applied to get to vocational competences which a refugee can utilise to find regular employment. The programme “Integration durch Qualifizierung” (Integration through qualification/IQ) supports persons in the field of restricted professions that need to participate in adaption trainings to get a recognition for their foreign qualification.

Federal Employment Office

The key institution for active labour-market policies in Germany is the Federal Employment Office (*Bundesagentur für Arbeit; BA*) with its ten regional directorates and 156 local *Arbeitsagenturen* (employment agencies) and 303 *Jobcenters* which are usually run in cooperation with municipalities. All asylum seekers are entitled to job counselling by the employment agencies as soon as they have applied for asylum. Tolerated refugees, too, are eligible for job counselling. Asylum seekers from Eritrea, Iran, Iraq and Syria are entitled to specific employment promotion measures, such as support in job applications, allowances for translation of job certifications or travel expenses etc.: this is so even if they have not yet been



granted asylum. Refugees who have gained a residence permit may use the services of the *Jobcenters* in the same way as German nationals and EU citizens.

As well as the strategy to open up existing measures to a number of specifically determined national groups of asylum seekers, the Federal Employment Office has developed some projects which specifically focus on asylum seekers. In 2014-2015, the pilot project “Early Intervention” was implemented in nine German cities. In this project, asylum seekers were coached by the employment agency, they received special placement assistance, language courses, practical job training and an assessment of their skills and qualifications. Through this project, about 10 per cent of the participants (1,400 persons altogether) could be transferred into an apprenticeship or regular employment. The employment agencies’ staff were trained to work more successfully with the target group of asylum seekers and acquired new intercultural competences. An evaluation of the project assessed that the improvement in the agencies staff’s intercultural competences and knowledge concerning asylum laws was an important learning experience in its own right (Büschel *et al.* 2015). The insights and experiences gained by the pilot project have now been disseminated in some federal states and cities. For example, in North Rhine-Westphalia “Early Intervention” will continue on a regional basis as “Early Intervention NRW Plus”.

Another programme by the Federal Employment Office for refugee migrants is “Perspectives for Refugees” (*Perspektiven für Flüchtlinge*; PerF), which has been designed to facilitate early access into the labour-market for asylum seekers. Within twelve weeks, participants are involved in practical skills assessment, training in job applications and in job intermediation. These measures are assisted by vocational language tuition. The aim for 2016 is to include 6,500 asylum seekers in the PerF programme. A similar programme for a target group of young asylum seekers is currently in preparation, to put them on a fast track to apprenticeship or academic studies.

Special institutional arrangements for migrants, refugees and asylum seekers

The two special institutions that aim at fostering the labour-market integration of migrants, refugees and asylum seekers are the two network programmes “Integration by Qualification” (IQ) and “Integration of Asylum seekers and Refugees” (IvAF). Both programmes have existed for about 10 years now; they are currently supplemented with extra staff meet the special requirements of asylum seekers and refugees for labour-market integration. Both programmes aim primarily at an efficient networking of employment agencies, job centers, foreigners’ authorities, employers, and providers of job-training measures, educational institutions etc. at the local level to support asylum seekers and refugees in getting access to the labour market. IQ networks exist in the sixteen federal states; and there are 30 IvAF networks of some 200 individual projects where asylum seekers and tolerated refugees are supported by REFMISMES of all kinds. Currently, the major focus of the activities is on intercultural and legal training for job intermediators in the employment agencies and *Jobcenter*.



Measures in the Federal States

By the end of 2015, most of the sixteen German federal states (*Bundesländer*) had launched their own programmes and measures to support the labour-market integration of asylum seekers and refugees; or at least these were in preparation. There are different types of programmes and measures:

Language courses: Most of the states finance language courses for asylum seekers who are not entitled to participate in regular integration courses provided by the federal government. This is essentially a means to help migrant integration in society as well as in the labour market.

Measures for an early skills and needs assessment: In some federal states helpdesks have been established by which the skills and needs of newly-arriving asylum seekers are understood at a very early stage of residence. Sometimes these helpdesks are located in the regional asylum reception centres.

Job coaches for asylum seekers: Job coaches are to contact asylum seekers as soon as they arrive in the cities and communes. Their task is to inform asylum seekers about the system of employment promotion and to help them navigate their way through employment agencies, job centres and other regular institutions. Job coaching programmes have been launched in Bavaria, Rhineland-Palatinate and Saarland. In Rhineland-Palatinate job coaches shall, from 2016, be installed in all administrative districts.

Mediation of young asylum seekers into apprenticeship: Some federal states focus on the fact that a huge group of asylum seekers are at a very young age and would benefit from an apprenticeship. In Bavaria, special classes at vocational schools have been established all over the state. Having completed these classes, young asylum seekers are supposed to be ready to enter a formal apprenticeship.

Establishment of task forces in the government to steer the labour-market integration of asylum seekers and refugees: By this measure, the state governments aim at “mainstreaming” labour-market integration, bringing together all departments and institutions responsible for the various aspects of implementation.

Legal information and the support of employers who are willing to employ asylum seekers and refugees: by web pages, guidelines etc.

Comprehensive programmes for the labour-market integration of asylum seekers and refugees: Some federal states, e.g. Baden-Württemberg, Rhineland-Palatinate, Saarland, have launched comprehensive programmes with a number of support measures, using indicators of success and a concerted strategy for labour-market integration.

Establishment of service points for asylum seekers and refugees: This is the most innovative element in REFISMES. The various services dealing with employment support for asylum seekers and refugees – including legal services and refugee aid services – are bundled into a



one-stop facility. The aim is to develop a schedule for labour-market integration adapted to each individual. Such service points have been established in Hamburg (*W.I.R. – “Work and Integration for Refugees”*). In a similar manner, so-called Integration Points are to be established in 30 cities in North Rhine-Westphalia in 2016.

In most of the federal states measures and programmes prioritize those asylum seekers who are expected to be granted asylum, i.e. those from countries of origin with a recognition quota of more than 50 per cent. Currently these are asylum seekers from Eritrea, Iran, Iraq and Syria.

Measures at the communal level

At the communal level, measures for employment promotion are usually initiated when persons have already been granted asylum. This is due to the fact that labour-market policy at the local level is essentially the task of the communal *Jobcenter*. In legal terms (Social Security Code Book SGB II), the jobcentres are commissioned to provide basic social care and labour-market integration of long-term unemployed persons. Refugees are also regarded as eligible under the provisions of SGB II. As yet, most of the newly-arrived asylum seekers are still at the stage of asylum procedure and have not yet been granted asylum. Therefore, at the communal level, there are only few REFMISMES at present. This will certainly change during the next months and years. As mentioned earlier, job centre counselors receive more and more intercultural legal trainings to handle refugee needs.

By the end of 2015, a number of cities and administrative districts had already started to establish one-stop facilities for job-coaching asylum seekers and refugees. Furthermore, many communes use their own finances to offer additional language courses or to strengthen the competences of volunteers who support asylum seekers and refugees in day-to-day life.

Private sector

In German enterprises and business associations there is generally great openness towards the employment of asylum seekers and refugees. However, many employers are not aware of the fact that asylum seekers usually have no command of German and that their skills and qualifications – if available at all – are not easily compatible with the requirements of workplaces in Germany. Furthermore, employers expect that refugees have regular residence before taking them into paid employment.

In a comprehensive Germany-wide study (Aumüller 2016), all Chambers of Crafts (53) and Chambers of Industry and Commerce (80) were asked about the REFMISMES of their member firms. In general, the firms have a strong interest in getting qualified workers to fill current gaps in the workforce. The Chambers support this interest and the expectations involved in providing various support schemes for asylum seekers and refugees concerning their participation in the labour market. By the end of 2015, most of the Chambers of Crafts and



most Chambers of Industry and Commerce had launched such measures. We estimate that at that point of time there were at least 150 schemes by the chambers and an increasing number of schemes launched by individual enterprises, even if this cannot be quantified exactly. All these schemes aim at:

- counselling enterprises who wish to train or to employ asylum seekers and refugees;
- enabling contacts between employers and refugees (e.g. job speed-dating, job fairs for refugees);
- help with the skills and needs assessment;
- practical job-trainings and internships for asylum seekers and refugees;
- joint projects with other labour-market institutions, participation in regional round tables for employment promotion etc.;
- individual coaching of asylum seekers and refugees who start an apprenticeship.
- In some cases, Chambers have launched their own vocational language courses.

In February 2016, the Federal Government, the Chambers of Crafts, and the Federal Employment Office jointly launched a qualification programme for refugees. Up until 2018, up to 10,000 young asylum seekers and refugees shall be trained so that they can start a formal apprenticeship. The programme is financed by the Federal government up to twenty million Euros.

Although many private firms show a real interest in employing asylum seekers and refugees, actual employment still seems to be rather low. Many companies offer internships or traineeships to give an insight into working life. Some companies offer a dual apprenticeship for young asylum seekers. For example, ThyssenKrupp will provide 150 apprenticeships and 230 internships until 2017. German Railways has started a qualification programme for 15 refugees with skills in electro-technical engineering to retrain them as electronic technicians for railway engineering. Siemens plans to create 100 internships for asylum seekers and refugees. In addition, a large number of small businesses provide work experience schemes for one or two persons from a refugee background.

Initiatives by civil society and by private actors

Labour-market integration is an arena of administrative action that has basically to be dealt with in a professional manner. However, additional initiatives by civil society and by private actors may play an important supportive role in employment promotion. Volunteers and mentors may help in delivering information about job realities in Germany or in arranging internships, practical job trainings and apprenticeships, and even regular jobs. Generally, volunteering activities in the context of asylum migration are booming in Germany, there is a



wide range of private activities the quantity of which, however, cannot be easily assessed at the moment.

Various online portals are run by volunteers or NGOs for the job intermediation of asylum seekers: “workeer. de”, “Everjobs”, “Work for Refugees” or “Erfolgspaten”. All these offer a matching service between asylum seekers who publish their job profile and employers who are willing to offer jobs to them. This voluntary engagement is a subsidiary offer to the administrative measures of labour-market integration.

General characteristics of Measures

Some outstanding features of labour-market integration support measures for asylum seekers and refugees which have been up and running since 2014 are the following:

Empowerment of labour-market institutions: Many measures aim at an empowerment of the labour-market institutions concerned – especially the Federal Employment Office, the local *Jobcenter*, and the employers’ associations – to deal in a professional manner with the special requirements of asylum seekers and refugees. This is due to the fact that, for many years, asylum seekers and tolerated refugees were banned from legal work: there is, as a result, very little experience in this field. Typical empowerment measures are intercultural and legal trainings for the professional job counsellors.

Setting-up professional networks: At present, the institutions and labour-market integration actors are occupied with building up effective networking with regard to the target-group of asylum seekers and refugees. Existing measures for labour-market integration are assessed for their suitability for this special target group. Additionally, specialized measures are necessary to achieve migrants’ regular employment. For example, the Federal Employment Office and the Federal Office for Migration and Refugees now cooperate hard, in the field of the labour-market integration of asylum seekers. As a result of networking, new institutions arise, such as regional and one-stop local facilities for job-coaching asylum seekers and refugees.

Early intervention: The early involvement of asylum seekers in employment promotion during their asylum process is another new feature of German integration policy and labour-market policy. Before, such measures were, at best, limited to long-time tolerated refugees to enable them the chance of a legal residence.

Intermediation into qualified employment: One premise of current REFMISMES is to assess the vocational competences of asylum seekers and refugees and to enable intermediation into a – preferably qualified – employment. The aim is to be supported with additional vocational education and training. The aim is not primarily to carry out quick intermediation in any job. The consideration behind this is to avoid competition between asylum newcomers and low-qualified Germans in precarious job conditions, competition which might generate hostility to migrants among Germans.



REFMISMES mainstreaming: There is a clear strategy that labour-market integration support measures for asylum seekers and refugees are to be “mainstreamed” into more general support schemes for workers in general. Specific measures for asylum seekers and refugees are to be activated only in those cases where there is a specific gap in the existing regular support measures system. This refers mainly to vocational language courses, but also to more appropriate measures of skills assessment (which are still to be developed), to low-threshold skills development, as well as to appropriate measures for refugee women, for unqualified or disabled refugees.

Beneficiaries and financing: REFMISMES beneficiaries are stakeholders in labour-market institutions, associations and employers, and the asylum seekers and refugees themselves. REFMISMES actually means an empowerment of both of these groups. It is, therefore, difficult to assess the current financing of these measures. All institutions dealing with the labour-market integration of asylum seekers and refugees have increased their budgets for 2016. However, a substantial part of this financing aims at expanding the administrative structures. For instance, in 2016, 2,800 new positions are to be created at the Federal Employment Office with regard to the tasks associated with refugee migrants. With regard to asylum seekers and refugees, an estimated figure of 10,000 persons, at most, benefitted from REFMISMES in 2015: whereas only a small share of them have been transferred into an apprenticeship or formal employment. Thus, there is still an enormous need for REFMISMES: taking into account the hundreds of thousands refugees that will have to be integrated into employment in the next years.

Restriction of measures to refugees with a high probability of being granted asylum: At present, most

REFMISMES are restricted to those asylum seekers who have a high statistical probability of being granted asylum or subsidiary protection status. Currently, these are refugees from Eritrea, Iran, Iraq and Syria. As in former years, there is a high risk involved in this strategy: A very high proportion of these refused asylum seekers could not, for various reasons, be returned to their countries of origin. There is a risk of creating another large group of long-term unemployed and non-integrated persons in Germany with secondary effects of poverty, mental disorders, delinquency etc.



2.5. Italy

2.5.1. Laws and regulation concerning migration and refugees

Access to support for (a) asylum seekers, (b) refugees and (c) other thirdcountry migrants as there are

- Hiring subsidies,
- Start-up (self-employment) support
- On-the-job training
- Other labour market integration support

Once registered with PES, asylum seekers, refugees and TCNs can in principle access all job-related PES services under the same conditions as national citizens. Vocational training courses are not limited to those which have been envisaged by Legislative Decree 142/2015 for asylum applicants living in the SPRAR centres, which include vocational training or other integration programmes provided by AMIF (described above in response to question 1); local authorities (regions and municipalities) can also finance vocational training, internships and specific employment bursaries (*borse lavoro*) using a combination of national and ESF funds. These measures are typically available to both Italians and foreigners, including asylum seekers and beneficiaries of international protection.

Nonetheless, it is difficult to determine if these measures are financed on a systematic basis since they depend on the facultative initiative of local authorities. Employment services and projects tailored to foreigners may include: start-up (selfemployment) support; educational training and employment guidance; mentoring; providing information about hiring incentives; increasing the access to and availability of credit at the national and regional levels; demand/supply matching; re-employment activities; and specific initiatives at the local level or in the countries of origin.

In this respect, the Government-managed website, which aims to inform migrants about their employment opportunities in Italy, mentions that ‘...if you are a foreign national intending to become a self-employed worker or to set-up a business and become an entrepreneur, assistance and support will be available to you through the services provided by the network of employment services, of associations, private agencies and chambers of commerce. These authorities will help you with consulting, guidance, tutoring and training services, facilitating the access to incentives for business creation and to financial resources and microcredit.

That being said, it must be pointed out that there is a considerable difference between opportunities in accessing integration programmes, which depends heavily on the services provided by the reception centres, where asylum seekers are accommodated, and PES centres where foreigners register.



(Source: European Commission / ICF: Labour Market Integration of Asylum Seekers and Refugees – Italy. Luxembourg 2016.)

2.5.2. Systems and services in guidance

Introduction

In Italy the guidance functions are divided between the School Districts (educational guidance) and Regions (professional guidance). The presence of particular user targets has also created the necessity for ad hoc information centres (for women, immigrants, etc...). In Italy, the two main bodies that operate in the guidance development are:

- The Educational System, which mainly refers to the MIUR – Ministry of Education, University and Research;
- The Vocational Training and Labour System, which refers in part to the Ministry of Labour, but mainly to the Regions and the local authorities.

The Ministry of Labour and Social Policies is committed in developing a general policy regulation in order to allow the creation of an organic national guidance system that would take into account the different users' targets and that would guarantee a quality service. At the moment, though, there is no national regulation to refer to.

The Ministry of Labour and Social Policies is also committed in a project (PON – Ob.3) on a national level, whose aim is to bring high quality standards to all the services and guidance activities and to distribute them equally on the territory. This project is intended to promote and define an actual guidance policy, a methodology and intervention area, in accordance with the national and community policies in matter of education, vocational training and work. The actions of intervention have been designed as follows:

1. Creation of a permanent observatory on guidance;
2. Development and promotion of models and tools;
3. Itinerant projects aimed at weak targets and
4. Analysis and promotion of high-standard activities

2.5.3. Examples of existing measures and services for migrants and refugees

During the second phase of assistance two types of system are at work with different actors:

- CARA (Centri di Accoglienza per Richiedenti Asilo) centers for the assistance of asylum seekers managed by the Government through local prefects, which use public or private structure in large, general buildings. There are only thirteen CARA centres which in 2015 hosted 7,290 people (see Table 6.1). They are planned by the Direction for civil services for immigration and asylum, but they are managed by the territorial



representatives of the Government (prefects) which stipulate “contracts” with private institutions, associations or cooperatives to provide services.

- SPRAR which is based upon projects financed by the National Fund for Policies and Asylum Services (FNPSA)⁵⁸ and which is run by Municipality Association (ANCI) and by non-governmental associations. Local municipalities co-funded the project for an 23 per cent, though this has now been reduced to 5 per cent. In 2014-5 SPRAR has 430 projects with some 22,000 involved. In 2014 CARA (CDA, CPSA, CIE) hosted 9,627 individuals for 139,000,000 euros, while the same year SPRAR hosted 22,961 persons for 197,499,225. If we add the cost of temporary structures, which are mainly looked after by first assistance helpers and which hosted 35,562 individuals for 297,000,000 euros, the total cost of first and second assistance is some 633 million⁵⁹. According to the references presented in the Ministry of Labour report (2015)⁶⁰ the *per capita* cost in Italy is lower than in Germany and Sweden, but higher than in France and the U.K.

Very little research exists on the functioning of these different structures. The first one seems less efficient because the large size of the structure seems not as well suited to granting tailored assistance and also quality controls for services are more difficult and very diverse.

The ongoing research of Stangers and Woffs (2016), who collected individual data at a CARA in Calabria, seems to suggest that youngsters with higher aspirations and better chances leave this type of structure and, very often, the country. This behaviour is in line with the general practice of labour migrants. Strom *et al* (2014) studying the wage profile of migrants in Italy finds that the “best” leave the country while the “worst” remain. This pattern is induced by the structure of the job market: there are low skill jobs with no career prospect. Migrants are concentrated in construction, agriculture and the family sector and these do not offer many upgrading options. The general impression and also the evaluation of the Ministry of Interior Report (2015) point out many positive experiences with the SPRAR project.

A Comparison of the SPRAR and CARA Systems

Key Success Characteristics of SPRAR

Small groups in general 10-20 persons, if possible families, and special projects for lonely minors and mentally disabled individuals.

Distributed in all the country by the ANCI Italian association of municipalities across a small area (principal of boarder sharing via a dispersal system⁶¹);

Organized by specific **projects** (463 in 1915) jointly managed by the local municipality, a local **voluntary association** which is in charge of the everyday management of adult foreign nationals (20,752), providing lodging, health assistance, psychological support, food, language courses, professional support in preparation of the hearing, skill screening, training courses and, last but not least, knowledge and skills for social integration. Special projects were



devoted to minors (52 projects 943 minors) or to individuals with psychiatric problems and physical disabilities who need special support (31 projects 295).

The project lasts for six months and can, then, be extended for another six months. If international protection is not received and an appeal procedure is implemented any foreign national keep the status of asylum seeker until the final decision and he or she can remain in the structure where he is assigned. Abandoning the structure implies the end of support.

The project receives funding directly from SPRAR and the project is given 34 euros per day for an adult and 76 euros per day for a child: and the voluntary association is responsible of the spending. The migrant receives some pocket money each day (1-3 euros) but all services are in kind.

The projects are not imposed to municipalities, thus the first problem to solve was to convince the Mayors to accept the project in their Municipality: which means a group of foreign nationals, with more men than women. Local resistance has been surmounted by long negotiation and the voluntary supply of services to the community organized with the Municipality by the association and the migrants played a positive role. Thus the asylum seekers declared themselves available for small jobs like, for instance, cleaning gardens, repairing streets, cleaning rivers etc: in line with the needs of the community. This increased their contact with the local community and made them proud of their contribution and introduced them into the social rules of the destination community. This approach relied upon the idea of Putnam (1993) that refugees need to rebuild trust and reciprocity feelings. Colson (2003) points out that the trust cannot be built unless reciprocated. Masso (2009) also point out the important of personal experience at local level which are more efficient than national policies.

The success of the project can be measure by the rate of international protection status recognition, which is 70 per cent, much higher than the national average. We should, however, remember that migrants that enter the SPRAR system are self-selected. In other words, they are people in search of refugee status, thus they invested in the experience fully. The foreign nationals who know that their status will not be recognized, do not want to abandon the CARA system for SPRAR, for instance.

The success of the SPRAR projects can be explained by the *possibility of tailoring the project to the needs of the destination Municipality and to the needs of the asylum seekers*. The list of good practices reported in the Ministry of Interior report (2015)⁶⁴, in the SPRAR report, in the Prefecture and in the EMN country case report show that the success story are all tailored to the local job market and the talents of the migrants. Unfortunately, these reports are just a list of good practices implemented in different cities at different times. There is no real evaluation, just an interest in learning from different experiences create future guidelines.



We list here a few SPRAR success stories: in Rome, the attendance by migrants at a locally-organized sewing course and the discovery of previous sewing experience among other migrants and the charitable offer of sewing machines produced a small sewing circle. In rural areas instead agricultural experience allowed the creation of a modest farm. Linguistic ability in English and French of two asylum applicants transformed them to support teachers in the local school. A “cous cous” cooking course was organized. In few cases special courses have been organized and supervision in “how to use money” and financial loans to avoid debts in future life.

It is clear that there is not a single strategy but many tailored strategies which are organized by informal contracts or formal conventions with supporting private or public institutions.

Analysis of the possible economic costs for hosting municipalities are not particularly positive largely negative (Ministry of Interior, 2015). In the province with most SPRAR projects the number of third country national employers is higher and the total number seems to increase somewhat. In addition in the areas with more SPRAR projects the reduction of employment during the recession is lower, more services for children are provided and also criminal activity seems lower. Far from attributing these positive effects to SPRAR, the results point out that no large negative effect is visible.

A Comparison of the CARA and SPRAR Systems

Both the CARA system and the SPRAR systems provide: lodging, psychological support, language courses, cultural integration courses, labour counseling, direct training courses and information about the regional courses provided locally, and job-matching information.

Both use cultural mediators and train their staff accurately to favour professional and human assistance. SPRAR is becoming the point of reference for training personnel for centres. The Government has also created a register of the associations involved in asylum seeker assistance and helping individuals with international protection. The state has done so to monitor their involvement and service quality.

The number of courses implemented could be an indicator of the engagement of the structure in the labour integration processes. However, no systematic information upon the duration of the course, and the quality of the education are available. The information we have is occasional and the result of the job placing could of course depend upon the quality of the services provided but also upon the human capital of the selected migrants participating in the projects.

The only deeper evaluation of the effectiveness of CARA and SPRAR was undertaken by the European

Fund for Refugees, 2008-2013. The research is very rich with many in depth interviews. However, the limited sample of 222 asylum seekers (178 male - 44 female) does not allow a



clear evaluation of the programs. 72 per cent had been in Italy for at least four years. 41 per cent had children and 22 per cent had children in Italy, 51 per cent had a job, while 75 per cent of these appreciated the job they were doing. 10 per cent had not followed a training course while 71 per cent had. The probability of having a job was just a little higher if migrants had attended a training course. 50 per cent of asylum seekers staying in a CARA center had a job, while 64 per cent in SPRAR centres⁶⁵. Even if very interesting, the limitation of the sampling and a sample dominated by Ethiopians, Eritreans, Somalis, Ivorians and Congolese, do not favour extrapolations for new waves of asylum seekers from different backgrounds.

Management of the Assistance of Individuals Granted International Protection

Being recognized as refugees or having a right to subsidiary or humanitarian protection is not a sufficient basis for a new life in Italy.

Refugees have the same rights of natives: equal access to training courses, to job placing offices, housing services, health assistance, schools for children etc. In addition they have the same access as other labour migrants to specific language and training courses. There has not been, despite repeated suggestions, a program tailored for the labour-market integration of foreigners with international protection. Nor does the 2015 Ministry of labour report on “Migrants in the Italian Labour market” present any information on the assimilation of asylum or internationally protected individuals.

Italy has a very limited welfare system. Unemployment benefits are granted only to fired workers or for temporary restructuring of firms⁶⁷. Migrants, like all citizens, receive income support only in few cases: for old age (65+), invalidity, maternity and large families with three or more children.

The very high national unemployment rate, 12 per cent or 45 per cent among the young gives some sense of the difficulties of the labour market. Labour migrants have an even higher unemployment rate, 18 per cent. The labour market data reveals two important pieces of information: first that the demand for labour is low and second that the labour-market system is unable to match demand and supply for natives let alone for foreign nationals. It is difficult to expect a better match for refugees even if the association supporting refugees supports integration.

The informal economy is, instead, widespread. According to ISTAT (see *Mistero del lavoro* 2015) irregular employment ranged from 30 per cent of total employment in Calabria to 10 per cent in Emilia Romagna. Integration in the informal economy seems to be an option for many foreign nationals, but while in the short run this could be positive, in the long run it does not represent a channel for integration.

At the national level there is the need to coordinate support measures for refugees and in general for the unemployed, which are competences of regional governments. For that reason a Migrant Integration Portal (*Vivere e Lavorare in Italia*, Living and working in Italy) has been organized. It is the national point of reference for integration policies. It provides information



and services both for public actors Ministries, Regions, local authorities and private non-profit organizations and also for migrants. Each month a newsletter is published in ten languages with summaries of all the news from the Portal.

(i) Refugees and asylum seekers have access to the Job Placing offices (Centri per l'Impiego) like natives and labour migrants. These offices provide information on the job market, skill mapping for the candidate, counseling and advice on the most appropriate training courses organized by the regional government. Foreign nationals can also apply for a *stage* or a training course in a firm, which should give them a better idea of their ability and of the investment required to meet employers demands.

Being registered is not compulsory, but it allows access to job and training course information and is a requirement for specific subsidies mentioned before and also for exemptions for health vouchers.

In large cities there are also additional services to help to find jobs organized by the local municipality. They are called Sportelli di orientamento al lavoro and replicate what the Centri per l'Impiego do. There are also internet services. The most famous is Cliclavoro www.cliclavoro.gov.it, which can be used with the assistance of a cultural mediator or professional personnel. Large cities with large numbers of asylum seekers are trying to implement specific programs, supported in foreign languages. But at the moment voluntary associations are still providing support for the integration of foreigners, in the first, second and third phases of the integration process.

The services implemented for migrants depends upon the funding and particularly upon EU funding.

(ii)-*Special training courses* are organized at the local level inside the national PON (Piano nazionale per l'Occupazione) with a specific (POS) regional plans and programs financed by the European Social Fund. Many regions organized these programs⁶⁸ and these courses are specific for refugees and are also open to asylum seekers. Information in the Turin region describes a program for 350 individuals, 2007-2013. A group of 150 individuals who knew Italian and had previous professional experiences were offered the *stage* programme, a six months work experience, and they received 350 euros per month. Nine were hired immediately and 31 at the end of the stage. 200 were, instead, given training courses to increase "employability", reinforce their autonomy and provide a large set of competencies. The courses included a language component. The programs seem very important but they are limited in terms of the numbers involved and last year it was not implemented, as it depended on the national redistribution of FES funding.

Additional training courses were organized at local level by NGOs, but if the information on the courses organized inside the national employment plan (PON) are limited, the information on the local courses are even more fragmented. There are no ideas on the length, attendance and program type. It is questionable if the main objective of the courses was to keep the migrants busy with an activity and make them feeling more integrated or if the organisers really wanted



to provide professional skills needed in the area. However, even if only the first objective was met they were valuable.

A new pilot programme named INSIDE was implemented in 2015 and will continue until 2020. It is designed for holder of international protection and the programme is supposed to provide a mix of active labour-market policy services and improving individual skills to enhance employability. Unfortunately, so far only the selection of the projects have gone ahead.

(iii) Also, the *recognition of the education* and of previous experiences, have not, so far, forecast any special channel for asylum and refugees even if exceptions have sometime been made. For them, however, it is much more difficult to have their previous education recognised because the Ministry of education needs the original certificate, which is rarely available.

When is impossible to get education levels recognised, the best strategy is to inquire into the recognition of previous learning and then explore the possibility of a national exam to get the Italian certificate. The Ministry of the Education organizes free evening courses at local level for these exams. These are not specifically for migrants but are attended mainly by foreign nationals. Of course, Italian knowledge is key here.

If instead the migrant want to invest in his education, the Italian public education system is open to any foreign nationals, including asylum seekers and refugees. The possibility of vocational education is provided by the Istituti di Istruzione tecnica superior (IFTS) with twenty different types of specialization. The increasing number of online courses for working students increase their chance to participate.

(iv) *Language courses* are organized at the local level by the FAMI Fund for Asylum, Migration and Integration (OS2) which intend to reduce discrimination against foreigners in terms of access to national services. The courses are organized by the Regional Directorate for Education, in public schools at local level where centres for Adults education were active (CPIA Provincial Adult Education Centre). They are free and allow migrants to pass the A1 and A2 tests which are needed for employment in public administration and the last one is needed for long-stay residency permission. Schedule frequently do not match working engagements, which makes attendance difficult. Language courses are also organized by the NGO in charge of the second phase of assistance, but even if very precious these are not recognized and any foreign student has to pass a subsequent exam in a public structure.

(v) For *children* there are many educational options in the public system and professors to integrate those with weaknesses.

(vi) A promising new area of integration implemented by the ministry of Labour with the Italian National Olympic Committee is *integration through sport*.



2.6. Norway

2.6.1. Legal framework for access to the labour market in Norway

Training, work and education

Immigrants must often start from scratch with an education and career in their new country. A mapping of people's skills, language teaching and qualification for work are prerequisites to finding a job for many. Everyone must learn Norwegian. Schemes in place for qualification, such as the Introduction Programme and the labour market programmes, shall continue to be used, at the same time as they must become more effective. Immigrants' prior education or skills shall be put to use in the Norwegian labour market. The government will simplify the current schemes and fast-track approval of skills and qualifications immigrants bring with them.

The public sector must be on the same team as the business and voluntary sector if the integration work is to succeed, and in order to create new jobs.

The government will, for example

- map the individual's skills and qualifications in the reception phase
- give careers advice in the asylum centre, based on the skills profiling
- amend the Introduction Act in such a way that the use of work and training schemes shall be aligned with work on people's individual plan
- establish fast-track access to the labour market for people who have been granted permission to stay and who have skills that are in demand in the labour market
- further develop and increase the use of free online learning resources in the Norwegian language
- set up complementary studies for immigrants that have teaching qualifications or nursing qualifications from their country of origin
- make it simpler for immigrants to document general academic competence in order that they can apply for admission to higher education
- collaborate with partners in the business sector on proposals to promote immigrant participation in the labour market
- subsidise school owners that offer additional basic education for young people
- increase the time spent in the Introduction Programme for those that need it
- introduce a minimum residence period of 5 years for the right to receive cash-for-care payments



Every-day integration and community work

It is in every-day life, at school and work, and in the local community that people meet. In order for the integration policy to succeed, effort is required from all parties: the authorities, the local community, NGOs, the labour market and the business sector. Not least, a particular effort is required on the part of the new arrivals in the local community, as they must learn new customs, a new language and about a new society. Community organisations, as well as sports, cultural and religious communities can play a particularly important role in establishing contact between the local community and newcomers to Norway.

The government will, for example

- increase capability and spread the word on good examples of collaboration between municipal authorities and NGOs
- further develop community centres as meeting places for local community works
- take steps to ensure that cultural institutions and their activities contribute to a more inclusive art and culture life

(Source: Report to the Storting (white paper) Summary From reception centre to the labour market – an effective integration policy Oslo 2016)

2.6.2. Systems and services in guidance

Introduction

Career guidance services in Norway are education and labour market based, located within educational institutions, regional career centres, and in local employment centres. In the education sector school counsellors are available in lower and upper secondary schools, higher education institutions and further education institutions.

In the labour market administration NAV, the Norwegian Labour and Welfare Administration, is statutorily responsible for the provision of guidance services. Career Guidance services are offered through local employment centres, which offers services to the unemployed/jobseekers, persons with disabilities and for immigrants and refugees.

Guidance counselling in the Norwegian school system – Terminology

Guidance for pupils in primary and secondary school is regulated by the Education Act (Opplæringsloven) and regulations hereto. The service consists of career information, guidance and counselling in connection with educational, vocational, and social pedagogic matters. In this document the term 'guidance' is used sometimes in this broad sense, sometimes it is narrowed and specified. The term 'career guidance' is used also, mainly referring to subjects related to education and work life.

Guidance and the school's societal mandate



The guidance service in schools represent goals and tasks that can support the school's societal mandate, as the mandate is described in the object clause for the primary and secondary education and training, the Core Curriculum, and the principles for the education. The school shall contribute to the pupils' personal, social, and educational development and learning, qualify them for a good life, enable them to function on different arenas of society, and contribute to societal growth and development. Additionally, the Regulations to the Education Act links guidance to some central principles related to educational policies within the societal mandate. The guidance service shall contribute to social equity, to integration of ethnic minorities, and to ensure that the pupils complete the 13 years of education and training. The guidance service shall also promote a gender equity perspective through contributing to pupils receiving the help they need to exploit and develop their own resources, regardless of traditional gender roles.

Individual right to guidance

Pupils have an individual statutory right to receive necessary guidance. This right is stated in the Education Act § 9-2 and is related to two kinds of guidance (see below). The pupils' right includes a right to necessary guidance regarding educational choices, vocational choices, career opportunities, and social matters. The Regulations to the Education Act chapter 22 elaborates on pupils' right to guidance. The guidance should have a coherent perspective and see both educational, vocational, and social pedagogic matters in connection with each other.

The regulations stress that the guidance should be organized as a gradual and long term process that takes care of the pupil's interests and needs over time. The pupil has a right to individual guidance, but the guidance can also be given in different forms of groups. The pupil's wishes and needs will determine what form of guidance can be used. Pupils in private schools have the same rights according to the Private Education Act (Privatskoleloven) §3-11 and regulations hereto, chapter seven.

Two kinds of guidance

According to §22-2 and §22-3 in the Regulation to the Education Act pupils have an individual right to receive two kinds of guidance: social pedagogic guidance and educational and vocational guidance.

Social pedagogic guidance is addressed in the Regulations to the Education Act § 22-2. The purpose of social pedagogic guidance is to help the individual pupil to adapt well to the school environment and to help the pupils with personal, social, and emotional problems that may have impact on the pupil's learning and social relations at school. The help may consist of revealing problems and their size, determining what matters the school can address and whether there's a need for help from institutions outside the school system. The pupil can also be given help to find the right organizations or institutions for seeking help and be put in contact with these. This field has strong links to the field of learning environment and fields of work connected to both the special service for educational and psychological counselling service (PP-tjenesten) and the school health service.



The right to educational and vocational guidance is addressed in the Regulations to the Education Act § 22-3. It underlines that pupils have a right to counselling and guidance regarding their choice of education and vocation, information about educational pathways in Norway and internationally, knowledge about the labour market both nationally and internationally, and to be given training in using different counselling tools. Educational and vocational guidance shall help the pupils developing awareness of their own values, interests, and personal resources; increase their self-awareness, knowledge and ability to make their own choices regarding education and vocation; and support the pupil's ability to assess consequences of choices and to prevent wrong choices.

Access and quality

In § 22-1 in the Regulation to the Education Act it is stressed that guidance shall be available to the pupils at each individual school. What this availability implies is decided by the school owner.

According to the Education Act § 13-10, section one, it is the school owner's responsibility that the rights and obligations of the Education Act and its regulations are fulfilled. This includes the pupil's right to guidance. The school owner is required to have a system for evaluating whether the requirements of the Education Act and regulations are fulfilled (Education Act § 13-10, section two). This includes the pupil's right to both kinds of guidance.

The regulations to the Education Act states in § 22-4, section two, that the school is expected to work systematically to ensure that the guidance service is satisfactory for the pupils. There shall be internal cooperation within the school concerning the guidance service and external cooperation between school and parents, help institutions outside school, educational institutions, local work life, and more.

§ 22-4 states that the guidance be delivered by personnel with relevant competencies for the two kinds of guidance. Guidance counsellors are expected to be up to date on educational options and labour market needs. The school owner decides what relevant competences are as the Education Act has no formal competence requirements to guidance counsellors. The requirements regarding teachers' competences do not apply to guidance counsellors as guidance is not teaching, according to the Education Act § 10.1. The Directorate for Education and Training has developed a set of recommended competence requirements for guidance counsellors, but the school owner decides on its own whether to follow these recommendations or not. Consequences of the guideline initiative are yet to be evaluated.

The follow-up service

The Follow-up service (Oppfølgingstjenesten) is a body subordinate to the county school authorities, and acts as a safety net. The service is obliged to follow up all early school leavers and other young people between the ages of 16 and 21, who are neither in the education



system, nor at work. The Follow-up service was established under a major upper secondary education reform, Reform 94. The 1994 reform aimed to strengthen access to and the quality and relevance of the educational system, as well as to increase its effectiveness and cost-efficiency. The follow-up service was established in an effort to meet the challenges related to high drop-out rates in upper secondary education. The aim of the service is to provide the necessary information, guidance and practical assistance to direct the individuals into an activity leading to general matriculation, a formal vocational qualification or a partial qualification that can improve their access to the labour market.

Regional partnerships for career guidance

Regional partnerships for career guidance (pilot 2005, permanent 2008) were established as an initiative to increase guidance counsellors' knowledge of the work life and to address drop-out from upper secondary education. The initiative seeks increased co-operation, co-ordination and communication of career guidance related issues between the main stakeholders on a regional level. The participants are the education sector, labour sector, and regional authorities.

The goals defined for the partnerships are, among others, to offer better and more coherent career guidance in a lifelong perspective, to improve access to guidance counselling services, to improve the countywide coordination of career guidance across all ages, and increase coordination and find solutions safeguarding different groups' interests on a local and regional level. The partnerships should involve as many of the partners as possible in a binding cooperation and partnership.

Target groups for the partnerships can be (depending to some extent on the model chosen at county/regional level) school counsellors at lower and upper secondary level, advisers in the follow-up services and in adult education, as well as individuals (e.g. youths, adult learners, people from ethnic minorities), job seekers and education seekers.

Most of the 19 counties have established regional partnerships and, in most cases, career centres. The remaining counties either are on their way to establish such centres, or have chosen an even more decentralised model, still aiming to support lower secondary level in particular.

At county level the partnerships are established among The Norwegian Welfare and Labour Administration (Arbeids- og velferdsforvaltningen, NAV), the county administrations, the social partners, training offices (opplæringskontor), higher education institutions and other relevant public and private stakeholders. Which partners to involve is decided at county level. The partnership arrangement has been evaluated and is regarded a successful initiative. It is currently financed through the state budget.

Vox (the Norwegian Agency for Lifelong Learning) is national coordinator since 1.1.2011.



2.6.3. Examples of existing measures and services for migrants and refugees

VISKA (Visible skills for adults), a European cooperation project

Norway has new measures in place to ensure that refugees are integrated as soon as possible. VISKA (Visible skills for adults), a European cooperation project with funding from Erasmus+ KA3 (Support for policy), is an important part of the effort.

VISKA is led by Skills Norway (Kompetanse Norge), the Norwegian Agency for Lifelong Learning and the Norwegian Ministry of Education and Research. VISKA partners believe that revealing human capital through more holistic validation processes will benefit societies and labour markets, and help maintain economic competitiveness.

VISKA seeks to make the skills of migrants, asylum seekers and refugees visible in order to shorten their time to employment, education and training, and active engagement in society.

Skills Norway promotes access and participation in formal, non-formal and informal adult education and has national overview of recognition and validation of non-formal and informal learning.

Mapping of competences

Skills Norway was recently commissioned by the Ministry of Education and Research to develop an online, self-guided solution for mapping asylum seeker formal and informal competences. Once completed, this should be rapidly followed by an offer of career guidance to ensure that refugees are not only better aware of their existing skills and competence levels but that they are also able to make a successful transition to the labour market.

With VISKA, Skills Norway aims to extend these plans for mapping and career orientation to a more holistic validation process that could include documentation and certification. It will pilot an online solution for self-registration and mapping of competences in asylum reception centres, including non-formal and informal learning.

Career guidance will also be offered in these centres. Skills Norway will offer competence building for career counsellors, in cooperation with other VISKA partners. VISKA will also contribute to encouraging a transnational consensus on, and a common language for, the identification of transversal skills - including the development of validation criteria - as prerequisite for their effective documentation.

Background

The current influxes of migrants and refugees to Europe calls for a more sustained approach and for sharing validation practices directed towards third country nationals. Identifying and validating skills acquired outside formal learning environments is particularly important for migrants, as well as for those with lower qualifications, risking unemployment. Validation



processes and results help people better showcase and make use of their experience and talent and can identify further training needs.

In May 2016, the government presented a white paper on measures intended to strengthen integration: *From reception centre to the labour market – an effective integration policy*.

One of the three key work strands of EU's *New skills agenda for Europe* (2016) is to make skills and qualifications more visible and comparable.

Source: <http://www.cedefop.europa.eu/en/news-and-press/news/norway-career-guidance-refugees>

More information:

Report No 30 to the Storting (2015–16): *From reception centre to the labour market – an effective integration policy* <https://www.regjeringen.no/en/dokumenter/meld.-st.-30-20152016/id2499847/>

Skills Norway

<https://www.kompetansenorge.no/English/>

Norwegian skills strategy

<https://www.kompetansenorge.no/nasjonal-strategi-for-kompetansepolitikk/>

New skills agenda for Europe

<http://ec.europa.eu/social/main.jsp?catId=1223>

News Details

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Source: [ReferNet Norway](#)

Liminality at work in Norwegian hotels

Anders Underthun / David Christoffer Jordhus-Lier

Hotels are spaces of temporary accommodation, but they are also important temporary spaces for an increasingly mobile and segmented workforce with different backgrounds and motives. In this paper we wish to address the temporary and transitional nature of hotel work by employing the term 'liminality'. More specifically, we analyse the hotel as a liminal space for transient workers that view this work as a temporary endeavour. By drawing upon data from a study of hotel workers in Norway,



we discuss how the liminality of hotel work may be understood. Here, we turn to an important debate within tourism studies on the blurring relationships between consumer and producer identities in resorts, often referred to in terms such as ‘working tourist’ or ‘migrant tourist-worker’. For a relatively privileged group of workers, the hotel becomes a space of liminal lifestyle pursuits as well as a space of work. We also contrast this privileged group with a different and less privileged liminal group of ‘expatriate workers’. Transient lifestyles and consumption of recreation among workers can have problematic effects in terms of reducing solidarity, and we wish to develop this further by investigating how worker representation and solidarity develops in liminal spaces of work. While strategies of liminality may have a transformative impact on the individual, their aggregate effects might simultaneously alter the way in which hospitality work is negotiated – from the collective to the individual level. As such, hotels as employers of working tourists pose a great challenge to collective representation, and may undermine effective worker action for less privileged groups of workers. The final section of this paper addresses this challenge, asking what bearings the individualism that dominates liminal work spaces has for trade unionism in the hospitality industry.

Authors: Anders Underthun / David Christoffer Jordhus-Lier

Sources: <https://www.hioa.no/eng/employee/unan>

<http://www.tandfonline.com/doi/abs/10.1080/14616688.2017.1314546?journalCode=rtxg20>

Further information by Norwegian Project partners:

So far into the project our main focus are on the following issues below:

- The importance that enterprises have a system to document the individuals’ experiences, courses and practice related to the employment relationship (some hotels have, some don’t)
- Tools and manuals: Basic Job Skills Profiles are a tool meant to facilitate the design of basic skills courses tailored to the needs of each work place and individual learner. The profiles describe how each of the basic skills are used by workers in a particular occupation. The profiles are based on the competence goals:
<https://www.kompetansenorge.no/English/Basic-skills/#ob=9957,9920,9919,9145>
- Work place dynamics in the hotel industry- commitment and power positions among permanent employers and agency workers
- Including or Excluding Workplace Communication? Analyzing communication competence in multicultural hotel workplaces with help from associate professor Linge (University of Stavanger)
- Work related language training; language training for professional purposes
- The study and use of the Supported Employment method, tailor made for vulnerable youth, those with mental and physical illnesses: now following an on - going project where refugees with reduced work capacity are the main subject of concern. Traditional employment interventions have been oriented towards sheltered work and training, with a goal of competitive employment after some time, “train then place”.



The interventions Supported Employment (SE) and Individual Placement and Support (IPS) rather aim to rapidly place participants in competitive work (paid work in an ordinary work environment, full time or part time), with support and follow-up offered to the employee and employer (“place then train”). Most projects in Norway have a higher success rate on integrating people into the job market by placing participants in competitive work to be trained in close collaboration with the work place in question and the public support system; teachers, job coaches, NAV

- The challenges and efforts to include women with immigrant background in the labor market knowing that many working women with minority backgrounds struggle with one or more poorly paid part-time jobs, poor working conditions and short term contracts
- Career guidance for refugees; <http://www.cedefop.europa.eu/en/news-and-press/news/norway-career-guidance-refugees>
- Hotels are spaces of temporary accommodation, but they are also important temporary spaces for an increasingly mobile and segmented workforce with different backgrounds and motives
- Systematic staff training: the process that provides employees with the knowledge and the skills required to operate within the systems and standards set by management
- Putting emphasis on enabling people who have not got the skills and qualifications to get some that are of economic value to get the jobs that the employers are offering – to avoid blocking off immigration in the hope of reserving jobs for people who is already here/ discrimination within the work force
- Creating a framework for culturally responsive training knowing that a culturally competent organization has the capacity to bring into its system many different behaviors, attitudes, and policies and work effectively in cross-cultural settings to produce better outcomes
- Creating key recruitment strategies for the hotel industry facing challenges of finding candidates who want to work in hotels in this pilot study
- The emphasis on skills needed for a job in the hospitality industry as a whole
- Information about Career Opportunities in the Hotel and Hospitality Industry

More Information about publications and Links see Annex A.3.



2.7. Sweden

2.7.1. Laws and regulation concerning migration and refugees

Most asylum seekers do have a right to work. In practice, an asylum seeker must have proof of being exempt from the obligation to have a work permit. An exempt is given if a person provides proper identity papers or in some other way helps to prove their identity. Also, the application is to be considered in Sweden. Thus, Dublin-cases are not allowed to work. If an asylum application has been refused and a deportation or refusal-

of-entry order has entered into force, asylum seekers are only able to apply for a work permit under certain circumstances without leaving Sweden. This is made possible by the 2010 labour migration law. In order to receive a work permit as a labour migrant, the following conditions must be met:

- The Migration Board must receive an application within fourteen days of the decision concerning the application for asylum having entered into force
- The person must have a valid passport, and have had a work-permit exemption during the asylum process.
- The person must have been working for four months for the same employer prior to the date that the Migration Agency received the application for a work permit
- The employer must offer the opportunity to continue working for another twelve months
- The terms of employment must be at least on the same level as Swedish collective agreements or those that are customary in the relevant occupation or industry. The terms of employment include insurance coverage as well as salary. The requirements also apply to the previous four months.
- The applicant must be offered a monthly pre-tax salary of at least SEK 13,000. The requirements also apply to the previous four months.

According to the statistics provided by the Migration Board (2015) relatively few asylum seekers work in the regular labor market. During 2014, only 447 people were registered as having employment, a decrease of about six per cent compared with 2013 when 478 people had a job. Only a few rejected asylum seekers, meanwhile, use the opportunity to apply for a work permit. In 2014, there were about 620 work permit requests from previous asylum seekers, up from 430 in 2013 (Migration Board, 2015). In 2015, 237 rejected asylum seekers did get a work permit and became labour migrants. In 2013 and 2014 the number was 141 and 155.



Persons granted international protection

Almost all persons granted protection in Sweden receive a permanent residence permit and full inclusion in the welfare state.¹¹¹ There are very few formal distinctions between citizens and non-citizens in Swedish labour-market regulations. It makes no distinction between EU-citizens and third-country nationals, who can apply for all jobs in the private or public sector, save for a few public jobs such as police officers and professional soldiers, judges and national politicians. The most practical obstacles for immigrants in the labour market are found in regulated professions, where you need a license or authorization to work.

2.7.2. Systems and services in guidance

Introduction

Sweden has a long history of offering public guidance services. Already in the 1940's the employment offices started to offer career guidance for their clients. The underlying principle has always been that guidance is an individual right that should be free of charge and available to as many groups as possible.

Today educational and vocational guidance is provided throughout the entire educational system, as well as within the Public Employment Service (PES). The Swedish School law states that pupils should receive guidance before making the different choices for their future. It also regulates who can be hired as a school counsellor. Universities are also bound by law to provide study and career guidance for their students. The PES offices are to provide guidance to young people, newly arrived in Sweden and those who are far from the labour market. Guidance is included in the PES's basic mission and it is regulated in several ordinances

The actual services of information and guidance are usually provided within the schools or other educational institutions, but there are also examples of municipalities that offer guidance for schools through an external, central guidance centre. Guidance services are also offered within the local PES- offices around Sweden and in local municipal guidance and information centres for adults as well as within universities and university colleges. The private sector is quite limited in Sweden, but there are private employment offices and companies that specialise in career guidance and coaching.

Guidance and information services are also offered through publicly funded web services. One of these services is the national education portal Utbildningsinfo.se (www.utbildningsinfo.se), a website for students, parents and professionals in the field of education. Studera.nu (www.studera.nu) is a website where Swedish citizens can learn more about higher education. The Swedish Public Employment Service provides about 450 descriptions of different professions including interviews, films etc on their web site. They also provide labour market forecasts. (www.arbetsformedlingen.se).



Career fairs are arranged regularly in different parts of Sweden. They are often organised in cooperation between local employers and upper secondary schools, where pupils in the ninth grade is the target group. Every year national “SACO” and “Nolia” fairs are also organised to provide information about post-secondary opportunities for pupils from secondary school and adult education. Individual career guidance is usually offered during these events.

In Sweden, guidance issues are part of broader education and employment initiatives and not treated as a political area of its own. The two ministries involved are the Ministry of Education and Research and the Ministry of Employment. Sweden has a decentralised system for decision-making, which means that the local municipal authorities plan their services of career and educational guidance, in line with appropriation documents and school curricula. The guidance that takes place at university level and other higher educational institutions is, in the same way, the local responsibility of each university, in line with national goals and ordinances. Also the counselling services for those in search of work is mainly designed at the local employment offices, in accordance with the guidelines from the Swedish PES Head Office. Financing of guidance services is part of the total funding for the local municipality, the local university and/or the local employment office. No sum of money is specifically designated for guidance-related actions, unless in connection to special initiatives or investments.

To promote a uniform use of legislation within the school system, the Swedish National Agency for Education (Skolverket) has published general guidelines in career education and guidance that provide recommendations on how relevant statutes (laws, ordinances, rules and regulations) can be applied.

- Involvement of business and companies
- Examples of existing measures and services for migrants and refugees
- Policy plans and perspectives

2.7.3. Examples of existing measures and services for migrants and refugees

There is a comprehensive infrastructure in place to deal with migrant newcomers. However, the recent high migration intake has changed this somewhat and many now believe that there are capacity constraints. The main constraints are related to housing, both for asylum seekers and refugees. Many accepted refugees have to wait for long periods at reception centres for accommodation in a municipality. In addition, the services for newcomers, such as introduction programs and language training are not built to withstand the current numbers.

Introduction Program

In 2010, the government moved responsibility for the introduction program from the municipalities to the Employment Service, a state agency responsible for the labour market. The aim was to focus the program on labour-market integration. While the main elements in the program remains the same as before — language training, civic orientation, and labour-



market activities — the basic content and scope of the program are for the first time laid down in law. The target group for the introduction program are refugees and the family of those that arrive in the country within a two year period from first residence. Later, in 2012, the time period for family was extended to six years after first residence. This group is eligible to take part in an introduction program. It is not mandatory. However, a person who does not participate has no right to other kinds of economic support. The program lasts for a maximum of 24 months. Due to the large number of newly-arrived refugees, the Employment Service has warned the government that they are struggling to live up to the ambitions of the program. The program was designed for about 10,000 persons. However, in 2012 there were on average 12,000 participants per month and it grew to 23,000 in 2014 and reached over 50,000 at the end of 2015 (Arbetsförmedlingen, 2015b and [p://www.arbetsformedlingen.se](http://www.arbetsformedlingen.se)). As the number of participants has increased so has the costs of the program, from about 5 billion SEK in 2011 to 16 billion SEK in 2015. These costs cover, introduction benefits to the participants, remuneration to the municipalities and expenditures related to labour-market services are included. In addition, the Employment Service received 700 million SEK in 2014 to administer the introduction program (Arbetsförmedlingen, 2015c).

In addition to a stronger labour-market focus, the reform introduced two new instruments designed to speed labor-market integration. First, a new economic compensation, the introduction benefit provides stronger economic incentives both to participate in the program and to work alongside it. The benefit – slightly higher than the social assistance level – is dependent on “active participation” and is not affected by the income of other household members. There is the idea that this creates stronger incentives for both spouses and other family members to work and/or take part in activities. In the new system the household income is doubled if both participate. If participants find work, they keep both their income and the benefit in the short run. The second new instrument were the introduction guides. The guides were independent actors who were supposed to help the new arrivals find a job. The newcomers choose their own guides (from a selection of private and nonprofit organizations) and the compensation to the guides was partly based on their success.

The Employment Service measure the results of the programs 90 days after the end of a program. In 2013 and 2014, 5,872 respectively 6,736 persons belonged to this category. 90 days after completion of an introduction program, about half of the men and women were still in some form of labour-market program at the Employment Service (Arbetsförmedlingen, 2015c). In 2013, 12 per cent of women and 24 per cent of men were employed. The numbers for 2014 were, respectively, 11 and 28 per cent. About 7 per cent were studying.

The Swedish National Audit Office have done three separate audits of the programs (Riksrevisionen (2014a, b, c). The Audit Office is quite critical of the effectiveness of the program. The Employment Service’s mission is complicated partly because there are few suitable jobs to convey, and there are significant flaws in the procured services content, scope and quality. A good deal of time and resources must, therefore, be devoted to controlling the service suppliers to make sure that the newcomers get the services that the state has paid for.



They also find that the matching of newcomers with a municipality, where their skills are needed, does not work. This is because most new arrivals have an educational and professional background that is not specific enough for a match to work out. Moreover, there tends to be a shortage of housing in the municipalities with good labour-market conditions. In practice, this means that it is difficult to maintain a labour-market perspective in the settlement process. Finally, the National Audit Office's examination of the introduction guides found significant flaws. The main problem was the lack of quality assurance, which led to low effectiveness and the inefficient use of state funds. While formal evaluations suggest that guides fulfil a role in providing social support and that the newcomers are satisfied with their services, the efforts to help newcomers enter the labor market are often lacking (Arbetsförmedlingen, 2013; Riksrevisionen, 2014c). The freechoice model has also been questioned due to the newcomers' limited ability to make informed choices of guides. All in all, the guides have not been as successful in facilitating the transition to work. For example, from December 2010 to March 2013 only 991 payments were made for initial employment and only 84 for one year of unsubsidized employment: to put this in perspective 21,763 persons had been in an introduction program. Follow-ups also show that newcomers with an introduction guide are no more likely to enter employment or higher studies than their peers without a guide.

Introduction programs as a whole have had mixed success, at least in the short term. Clearly, these programs have ensured that employment services makes contact with and provide services to refugees much earlier than was done by municipalities before the 2010 reform (Agency for Public Management, 2012 and 2013; Liljeberg, L. & Sibbmark, K., 2011). But the transition into the labor-market remains sluggish. So far, there is only one evaluation of the new introduction program (Andersson Joona. P., Wennemo Lanninger, A. och Sundström, M., 2015). This study looks at the effects on employment, income and transition to regular education for participants starting the program in 2011, compared to those in the old system, starting the previous year. The results show that there is no difference between the groups in terms of the probability of being employed, income level or participation in regular education after one to two years in the program. Only about 27 per cent of those who had started the program in 2010 and 2011 were employed at some time during 2011 and 2012. Women were about 15 percentage points less likely to be employed and had about 14 per cent lower income than men. The difference was similar in both groups.

Swedish Language Training

All adult immigrants, including EU citizens, have the right to free Swedish classes organized by municipalities. Around 60 per cent of new arrivals take advantage of the program (Statistics Sweden, 2009). Since the late 1990s, the number of students in SFI has increased and stood at 124,750 in 2014 (Swedish Government, 2015). The costs for 2014 came to about 2.4 billion SEK.



Courses should normally be available within three months of the individual's registration as a resident of a municipality. Depending on his or her educational background and prior knowledge, the student is placed in one of three study programs with varying levels of difficulty. The different programs are made up of A-D courses, each building on the previous course, with D being the highest level. Regardless of the study program begun by a student, he or she is entitled to continue studies up until the highest level, which corresponds to B1/B1+ in the European framework.

It is difficult to evaluate language training, since there are many reasons to drop out of a class. However, the general perception is that effectiveness is low. This is shown by the many reforms to improve the courses. The government introduced a new syllabus in 2003 and national exams in 2008 to standardize provisions, and earmarked additional funds for SFI teacher training in the period 2007-15. In 2010 a national SFI bonus, an incentive of 10,000 SEK (€1,100) for participants (guest students and labour migrants were not eligible for the bonus) to complete the course early, was introduced. The yearly expenditures for this reform was about 70 million SEK. So far these reforms have met with limited success. The 2003 syllabus failed to affect results (Agency for Public Management, 2009) and the SFI bonus was terminated as of July 2014, after it was shown to have very limited effect (Åslund and Engdal, 2012). Special commissions have also examined whether newcomers could be required to learn Swedish faster by introducing a time limit on participation or introducing an SFI voucher whereby students could choose their own language provider.

Moreover, there are large numbers of dropouts (National Agency for Education, 2013).¹¹³ Evidence on the influence of SFI on labour-market outcomes is also somewhat mixed. A year after the completion of SFI, only 36 per cent of participants had a job (Agency for Public Management, 2009). Students who dropped out or finished at levels B, C, and D had similar employment rates as non-participants, all higher than students who only finished level A. According to another evaluation, SFI participants initially have lower employment and earnings than their peers who do not participate, but who catch up later (Kennerberg & Åslund, 2010).¹¹⁴

Validation

Validation is defined as “a process of a structured assessment, valuing, documentation, and recognition of knowledge and competences that an individual has gained, irrespective of how they have been acquired.” In order to simplify the process, one governmental agency, the Agency for Higher Vocational Education, has been in charge of coordinating the national validation strategy since January 2013. The national structure is divided into: (1) assessment of foreign credentials; and (2) validation of prior learning gained through work experience, which is open to both the native born and immigrants.



Since 2013 the Council for Higher Education has been responsible for assessing all kinds of foreign credentials: secondary diplomas, post-secondary vocational education, and academic degrees. The only exception is qualifications for performing regulated professions – i.e., professions that require official authorization or registration to work in Sweden – such as doctors, real estate agents, and electricians.¹¹⁶ For regulated professions, immigrants have to apply for the right to practice in Sweden from the agency responsible: for instance, the Board of Health and Welfare for nurses or the Electrical Safety Board for electricians.

In 2011 more than 5,000 people from 137 countries applied for an assessment of their higher-level education. Of those, more than 4,150 people received a statement of equivalence with the Swedish educational system (Agency for Higher Education (2012)). The number of applications has more than doubled over the past decade. While processing times fell by about two months between 2009 and 2011 (from 148 to 90 days for cases with complete documentation), there are no recent evaluations of how validation affects labourmarket integration. The study by the Agency for Higher Education (ibid) found that a majority of users thought validation had helped their future careers, provided a good starting point when planning their future career in Sweden, and boosted their self-esteem.

Labour-market services

All persons with residence permits have the same rights to access labour-market services. Table 9.2 shows the number of persons registered at the Employment Service. While the total number was quite stable between 2012 and 2014, newly arrived immigrants are a growing group. They also have less success entering the labour market. In 2014, 40.6 per cent of all those registered obtained employment during the year. The corresponding number for migrant newcomers was 19.7 per cent (Arbetsförmedlingen, 2015c).

Subsidized employment

So-called *new-start jobs* are available to anyone who has been out of work for a long time (or, for humanitarian or family migrants, have been in the country less than three years). Depending on the age of the worker, the employer receives an amount equal to a normal employer's fee: (31.42 per cent) for those 20-25 years old, which represents 31 per cent of gross salary; or a double employer's fee for those 26 years or older, which represents 63 per cent of gross salary. *Step-in jobs* are offered to humanitarian and family migrants during their first three years after admission, and must be combined with Swedish courses. A subsidy of 80 per cent of employer wage costs is paid to the employer for a maximum of two years. In 2011 about 14,000 new arrivals were employed through subsidized employment, either in new-start jobs or step-in jobs. The number of newly arrived migrants in step-in jobs is increasing, from 6,641 in 2012 to 8,965 in 2014 (Arbetsförmedlingen, 2015c).



On paper new-start jobs have better outcomes: migrants who have had a *new-start job* have a higher probability of entering the labor market in three years, whereas there is no such evidence for those that had *step-in jobs*. Meanwhile, people often move from *step-in jobs* to *new-start jobs*, and selection effects might mean that the most resourceful newcomers take advantage of both programs. The jobs on offer are, for the most part, low skilled: in sectors such as hotels and restaurants, retail, and for the municipalities, in health care and other services. Few are in large companies or offer opportunities for progression; it is easy to replace a subsidized worker with another subsidized worker (National Audit Office, 2013). In 2012, the state's total cost for *step-in jobs* was SEK 339 million (€39 million) (SEK 13,000 or €1,500 per month per participant for roughly 6,500 participants) while the cost of *new-start jobs* for migrant newcomers was SEK 410 million (€47 million; the average cost per new arrival was SEK 9800 or €1,100).

Education

Sweden has a long tradition of vocational education and training (VET) for adults, provided in many different forms, including initial vocational education and training (IVET) for adults, higher vocational education, supplementary education, post-secondary training, folk high schools¹¹⁷, internships, labor-market education, and competence development in the workplace. The main objective of this type of training is usually to assist labor- force entry, but it can also lead directly to higher vocational education and training or to higher education. Funding barriers are minimal: almost all adult education and vocational training is free of charge. Participants who go through Employment services can support themselves through social assistance or unemployment benefits. For vocational education that more closely resembles traditional education (e.g. adult education and higher vocational education), student loans are available for all persons with a permanent residence permit and most persons with a temporary permit.

CUBEN:

Much more than Swedish

Cuben Education offers much more than Swedish. The foundation of our business is SFI, Swedish for immigrants, but we would rather like to say that we work with Sweden for immigrants. We think a step further: to support individuals to support themselves through work or further education.



Annex

A.1. References

European Commission: Employment and Social Development in Europe, Annual Report 2016; Brussels 2016.

European Commission: Working Paper 1/2017 - Labour market performance of refugees in the EU ; Brussels 05/2017

Migration Policy Institute Europe, Hooper K. et.al.: Improving the Labour Market Integration of Migrants and Refugees; Brussels 03/2017

Bertelsmann Stiftung (ed.): From Refugees to Workers Mapping Labour Market Integration Support Measures for Asylum Seekers and Refugees in EU Member States; Gütersloh 2016

Cedefop (2014): *Valuing diversity for labour market integration of migrants*. Luxembourg Publications Office of the European Union. Cedefop working paper, No 24

European Parliament, Directorate for Internal Policies, Department A: Economic and Scientific Policy: Labour Market Integration of Refugees: Strategies and good practices. Brussels 03/2016

Euroguidance (ed.): Cross Cultural Guidance and International Careers – Integrating Migrants and Minorities National Surveys. Mannheim 02/2017.

Adecco group (ed.) Labour Market Integration of Refugees - Focus-Europe Lyon 06/2017

Birkelund, G. E., Heggebø, K. & Rogstad, J. (2016). Additive or Multiplicative Disadvantage? The Scarring Effects of Unemployment for Ethnic Minorities. *European Sociological Review*.



A.2. Links

[http://www.europarl.europa.eu/RegData/etudes/STUD/2016/578956/IPOL_STU\(2016\)578956_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2016/578956/IPOL_STU(2016)578956_EN.pdf)

<http://www.euroguidance.eu/wp-content/uploads/2017/02/National-Surveys-2016.pdf>

<https://www.adecgroup.com/wp-content/themes/ado-group/downloads/labour-market-integration-of-refugees-focus-europe.pdf>

[http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7933&type=2&furtherPubs=yes,](http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7933&type=2&furtherPubs=yes)

[http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7921&furtherPubs=yes,](http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7921&furtherPubs=yes)

[https://www.eurofound.europa.eu/publications/report/2016/labour-market-social-policies/approaches-to-the-labour-market-integration-of-refugees-and-asylum-seekers,](https://www.eurofound.europa.eu/publications/report/2016/labour-market-social-policies/approaches-to-the-labour-market-integration-of-refugees-and-asylum-seekers)

[http://ec.europa.eu/social/main.jsp?catId=1163&intPageId=3459&langId=en,](http://ec.europa.eu/social/main.jsp?catId=1163&intPageId=3459&langId=en)

<http://ec.europa.eu/social/main.jsp?langId=en&catId=22>

https://ec.europa.eu/futurium/sites/futurium/files/mpie_urbanagenda_labourmarketintegration.pdf

<https://www.bertelsmann-stiftung.de/de/publikationen/publikation/did/from-refugees-to-workers-mapping-labour-market-integration-support-measures-for-asylum-seekers-and-3/>

(Checked 08.09.2017 PH)



A.3. Additional Links and Publications Norway

Publications:

- 1) <http://www.hioa.no/eng/News/Now-in-English-Being-a-foreigner-is-no-advantage>

Being a foreigner is no advantage' is the translated report from a research project on career paths and barriers for immigrants in the Norwegian higher education and research sector. This part of the project shows that most of the informants have not experienced the recruitment process as problematic. Instead they describe a lack of *inclusion* in the workplace and how few or no initiatives have been taken in their research communities in order to create an inclusive work environment for the employees.

- 2) <https://www.frisch.uio.no/english/research-themes/education-social-security-labour/index.html>

Immigrant labor market integration across admission classes/Abstract: We examine patterns of labor market integration across immigrant groups. The study draws on Norwegian longitudinal administrative data covering labor earnings and social insurance claims over a 25-year period and presents a comprehensive picture of immigrant-native employment and social insurance differentials by admission class and by years since entry. For refugees and family immigrants from low-income source countries, we uncover encouraging signs of labor market integration during an initial period upon admission, but after just 5–10 years, the integration process goes into reverse with widening immigrant-native employment differentials and rising rates of immigrant social insurance dependency. Yet, the analysis reveals substantial heterogeneity within admission class and points to an important role of host-country schooling for successful immigrant labor market integration.

- 3) Birkelund, G. E., Heggebø, K. & Rogstad, J. (2016). Additive or Multiplicative Disadvantage? The Scarring Effects of Unemployment for Ethnic Minorities. *European Sociological Review*.

What pathways to integration characterise the transition from education to work among descendants of immigrants in Norway? Are they socially isolated and incorporated into marginalized sectors of the economy? Or are their achievements in education translated into relevant work and prominent positions in social life, contributing to a 'remaking' of mainstream society, in which ethnic background will play a less significant role in determining individual life chances in the future?

<https://academic.oup.com/esr/article-abstract/33/1/17/2525483/Additive-or-Multiplicative-Disadvantage-The>



- 4) <http://www.fafo.no/index.php/en/staff/fafo-management/jon-rogstad>

Previous research has documented that unemployed job applicants have problems re-entering the labour market, commonly referred to as scarring effects of unemployment. Studies have also documented ethnic discrimination in the labour market. Yet, we do not know how these categories jointly shape employers hiring decisions. Thus, we do not know if unemployed minorities face an additive or a multiplicative disadvantage in hiring processes. Building on experimental data from two waves of a randomized field experiment, we test whether we find an ethnic scarring effect, which would imply that contemporary long-term unemployment is particularly harmful to native-born ethnic minorities. As expected, our experiment documents scarring effects of contemporary long-term unemployment. We also found, as expected, systematically lower call-backs for applicants with Pakistani/Muslim names. Also, our results show that unemployed minorities face an additive disadvantage in the labour market. Thus, we find no evidence of an ethnic scarring effect of unemployment, which would imply different consequences of unemployment for minority and majority applicants.

- 5) <http://www.socialresearch.no/Projects/Finished-projects/Women-with-immigrant-background-in-the-labour-market>

This report focuses on existing research from Norway and the Nordic region and looks at the measures and efforts to include women with immigrant background in the labor market. Furthermore the report analyzes whether the existing efforts and measures work. The report concludes by presenting several recommendations for further research.

Further information:

- The Report: [Kvinner med innvandringsbakgrunn i arbeidsmarkedet. Effekter av stønader og tiltak for arbeidsmarkedstilknytning](#) (available only in Norwegian)

- 6) <http://statbank.ssb.no/en/utdanning/artikler-og-publikasjoner/women-and-men-please-mind-the-gap>

Half of the women who participate in the Introduction programme for newly arrived refugees are in work or education one year after the programme. The political goal is 70 per cent. Men achieve this target, but women do not. Why is there such a gender gap? As they say on the London underground: *Please, mind the gap!*

- 7) <https://www.hioa.no/eng/employee/unan>

<http://www.tandfonline.com/doi/abs/10.1080/14616688.2017.1314546?journalCode=rtxg20>

Please find article attached as separate document. Here's the abstract:

Hotels are spaces of temporary accommodation, but they are also important temporary spaces for an increasingly mobile and segmented workforce with different backgrounds and motives. In this paper we wish to address the temporary and transitional nature of hotel work by employing the term 'liminality'. More specifically, we analyse the hotel as a liminal space for transient workers that view this work as a temporary endeavour. By drawing upon data from a study of hotel workers in Norway, we discuss how the liminality of hotel work may be understood. Here, we turn to an important debate within tourism studies on the blurring



relationships between consumer and producer identities in resorts, often referred to in terms such as 'working tourist' or 'migrant tourist-worker'. For a relatively privileged group of workers, the hotel becomes a space of liminal lifestyle pursuits as well as a space of work. We also contrast this privileged group with a different and less privileged liminal group of 'expatriate workers'. Transient lifestyles and consumption of recreation among workers can have problematic effects in terms of reducing solidarity, and we wish to develop this further by investigating how worker representation and solidarity develops in liminal spaces of work. While strategies of liminality may have a transformative impact on the individual, their aggregate effects might simultaneously alter the way in which hospitality work is negotiated – from the collective to the individual level. As such, hotels as employers of working tourists pose a great challenge to collective representation, and may undermine effective worker action for less privileged groups of workers. The final section of this paper addresses this challenge, asking what bearings the individualism that dominates liminal work spaces has for trade unionism in the hospitality industry.

8) Youth employment in Norway

Being young and unemployed is not all about having less money in your pocket. Young unemployed people will feel the negative consequences on income, job opportunities and wellbeing for the rest of their lives.

<https://negotiate-research.eu/files/2015/04/NEGOTIATE-working-paper-no-D6.2.pdf>

9) TRAINING MATERIAL FOR JOB RELATED LANGUAGE TRAINING/ A L.D. Vinci project.

http://www.mangfold.no/images/Aito_h%C3%A5ndbok.compressed.pdf

10) HOTEL TRAINING

<http://arbeidoginkluderings.no/hot-train--information-in-english>

I only managed to find the Norwegian version of the manual. Ps:hotel is the proud publisher of this manual:

[file:///C:/Users/vasva003/Downloads/HOT-TRAIN-Norsk-utgave-av-manualen-22-okt-14%20\(1\).pdf](file:///C:/Users/vasva003/Downloads/HOT-TRAIN-Norsk-utgave-av-manualen-22-okt-14%20(1).pdf)

11) The associate professor Tone Therese Linge will be one of the speaker in Oslo in September. Including or Excluding Workplace Communication? Analyzing Communication Competence in Multicultural Hotel Workplaces.

<http://www.uis.no/article.php?articleID=73675&categoryID=11198>

12) Brockmannsutvalget: This report highlights the socio-economic impact of immigration.

In summary, the Committee emphasises the importance of developing a more comprehensive series of measures that mobilise stakeholders and leverage the adaptability of the labour market and welfare model. With these proposed changes, the Committee wishes to stress the importance of starting the integration process as early as possible, while emphasising that care must also be exhibited in giving the most attractive offers (education and work permit) to those who are least likely stay permanently.



- <https://www.regjeringen.no/en/dep/id/organisation/councils-and-committees/innstillinger/innstillinger-fra-utvalg/innstillinger-2017/committee-on-the-long-term-consequences-of-high-immigration/id2468501/>
- <https://www.regjeringen.no/en/dokumenter/nou-2017-2/id2536701/>

On-going projects:

- 1) <https://www.fhi.no/en/publ/2017/supported-employment-for-arbeidssokere-med-bistandsbehov-en-systematisk-ove/#aim>

<http://www.hioa.no/eng/Aktuelle-saker-fra-2013/Supported-Employment-in-Norway-and-in-the-other-Nordic-countries>

A large part of NAV's budget is used on employment interventions, and most of the recipients need some kind of support in order to enter, and remain in, paid employment. Traditional employment interventions are directed towards sheltered work, work training on a sheltered arena or training, with a more distant goal of competitive employment ("train then place"). The interventions Supported Employment (SE) and Individual Placement and Support (IPS) aim rather to rapidly place the participant in competitive work (paid work in an ordinary work environment, full time or part time), with support and follow-up of employee and employer ("place then train").

We conducted a systematic review on the effect of SE/IPS on various populations. We included 38 controlled studies, primarily from USA and Europe, where participants were followed-up until 5 years. Most of the studies included participants with serious mental illness, but some studies included people with severe physical injuries or developmental disorders.

Participants who receive IPS are probably twice as likely to gain competitive employment compared to participants who receive other interventions. We also found positive effects for time spent in competitive work, income and cost-effectiveness. IPS may not have any effect on quality of life, psychological symptoms, or psychiatric hospitalisations.

Enhanced IPS (various components added) probably has a positive effect on competitive employment. It is uncertain whether SE and enhanced SE have effect (small and few studies), but the findings point in the same direction.

Background

Eight billion kroner from the Norwegian state budget is used on employment interventions every year. These interventions primarily target and assist individuals with reduced work capacity (in need of assistance). The main reasons for reduced work capacity are musculoskeletal disorders and mental illness. Traditional employment interventions have been oriented towards sheltered work and training, with a goal of competitive employment after some time, "train then place". The interventions Supported Employment (SE) and Individual Placement and Support (IPS) rather aim to rapidly place participants in competitive work (paid work in an ordinary work environment, full time or part time), with support and follow-up offered to the employee and employer ("place then train"). (IPS is particularly targeted toward individuals with mental illness.) While IPS and SE have been used in the United States and



other countries for many years, its effectiveness is still contested in Norway. The Norwegian Directorate of Labour and Welfare therefore commissioned a systematic review of effect. In addition, they wanted an assessment of transferability to the Norwegian context.

- 2) <http://uni.no/en/uni-rokkan-centre/> : This study's main objective is to develop knowledge about the use of methods inspired by "place-then-train" perspective within the qualification and employment of immigrants in the health care sector across municipal programs.

<http://uni.no/en/uni-rokkan-centre/citizenship-migration-and-health/place-then-train-for-refugees-and-immigrants-what-promotes-and-hinders-vocational-integration/>

- 3) There is an important Nordic debate on how to integrate refugees faster and better into the labour market. At the Nordic ministers' meeting in Helsinki, the exchange of experiences and new policies inspired discussions and new ways of thinking.

<http://www.nordiclabourjournal.org/i-fokus/in-focus-2016/nordic-labour-markets-evolving/article.2016-12-14.6956094630>

- 4) <http://www.socialresearch.no/Projects/Ongoing-projects/Pathways-to-Integration-The-Second-Generation-in-Education-and-Work-in-Norway>
- 5) <https://www.frisch.uio.no/english/research-themes/education-sosial-security-labour/index.html>. Please find the article attached as a separate document

Research in labour economics forms a major part of the activity at the Frisch Centre, and is centred around bargaining structure, institutional setting, wage formation and unemployment, education and earnings, social benefits and unemployment dynamics, and macroeconomic and labour market policy.

- 6) Validation of prior learning and the overall knowledge of adult learning in Norway

<https://www.kompetansenorge.no/English/Validation-of-prior-learning/>

The Basic Agreement for 2009–2013 between the Confederation of Norwegian Business and Industry (NHO) and the Norwegian Confederation of Trade Unions (LO) confirms the importance of making prior learning visible, stating in § 16-4 Documentation of actual qualifications: «It is important that enterprises have a system to document the individuals' experiences, courses and practice related to the employment relationship.

<https://www.kompetansenorge.no/English/Research/>

Skills Norway works to improve the overall knowledge on adult learning in Norway, and to spread this information to relevant stakeholders and policy makers.



Interesting news: http://www.hioa.no/eng/node_2273/Creating-opportunities-for-refugees

- **Opportunities for refugees with teaching and nursing backgrounds:** HiOA has demonstrated both a willingness and the ability to be an important partner for other organisations working to create mutual benefits for refugees and Norwegian society. The Ministry of Education has asked HiOA to develop courses for refugees with teaching and nursing backgrounds. “This is an important task which we gladly embrace,” says Vice Rector for Education, Nina Waaler.
- An asylum centre will soon be established close to HiOA’s campus in central Oslo, and the University College has entered into an agreement with Oslo City Council and other actors to make its facilities – including libraries, computer laboratories and sports facilities – available to the centre’s new residents.
- HiOA will also open the way for work placements for refugees, as well as to facilitate placements for students from relevant disciplines at the asylum centre.