REFUGEE INTEGRATION AND THE USE OF INDICATORS: EVIDENCE FROM CENTRAL EUROPE

UNHCR
The UN Refugee Agency

Refugee Integration
Capacity and Evaluation in Europe

This Project is co-financed by the European Refugee Fund

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Disclaimer

The findings, interpretations and conclusions expressed in the report are those of the authors and do not necessarily reflect the views or official positions of UNHCR, the European Commission or any of the project partners.

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Abbreviations

AMF – Asylum and Migration Fund

ARCA – Romanian Forum for Refugees and Migrants

CBPs – Common Basic Principles for Immigrant Integration Policy in the European Union

CoE – Council of Europe

ELIPA – Longitudinal survey of the integration of the first-time arrivals

ERF – European Refugee Fund

EU – European Union

IET – Integration Evaluation Tool

JRS – Jesuit Refugee Service

LFS – Labour Force Survey

MPG – Migration Policy Group

NGOs – non-governmental organization

NPIR – National Programme for the Integration of Refugees (Bulgaria)

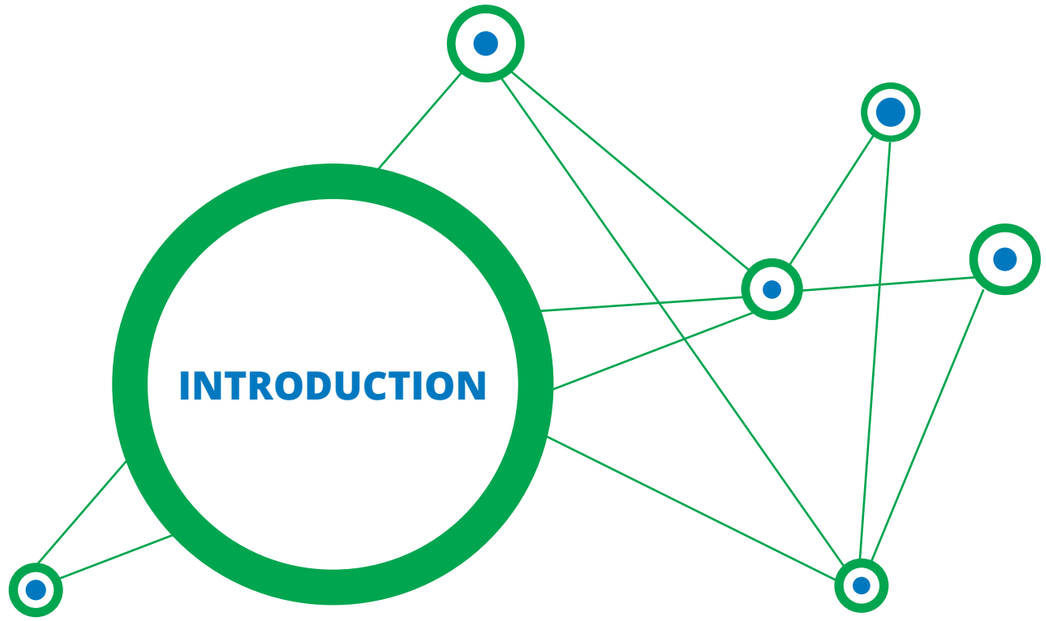
OECD – Organisation for Economic Co-operation and Development

SAR – State Agency for Refugees with the Council of Ministers, Bulgaria

TCNs – Third-country nationals

UNHCR – United Nations High Commissioner for Refugees

VET – Vocational Education and Training



General considerations on migrant integration and the use of indicators

The integration of third-country nationals (TCNs), understood as a multi-dimensional, long-term and non-linear process, is currently the subject of one of the most significant discussions within the European Union (EU). Academics and policy makers alike have started working on capturing the impact of integration. The former are asking whether we know if migrants are integrated, whereas the latter ponder if their integration policies have succeeded or failed or even question the need for such policies at all. By the mid-1990s, the use of indicators had gained prominence among scholars and European policy makers as a tool to build an evaluation framework for assessing integration policies and programmes.

At the European level, a seminal report by the Council of Europe (CoE) for the first time linked indicators for policy evaluation and international cooperation on integration (Council of Europe 1997). The report provided a conceptual framework defining indicators and integration, and was later incorporated into CoE's work on social cohesion, which included migrants as a specific vulnerable group. However, it was the work of EU institutions that shifted the agenda towards the use of indicators for evaluating immigrant integration. Specifically, at the end of the European Council meeting of 19 November 2004[1], the immigrant integration policy in the EU was launched as part of the so-called Hague Programme, a multi-annual programme in the area of freedom, security and justice for the period 2004-2009.[2] This policy comprises 11 Common Basic Principles for Immigrant Integration Policy in the European Union (hereinafter: CBPs). CBP 11 calls for an evidence-based approach to immigrant integration and recommends that States develop "indicators and evaluation mechanisms to adjust policy, evaluate progress on integration and make the exchange of information more effective".[3] The European Commission understands this principle as a "need for tools

1 For details, see http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/jha/82745.pdf

2 For details, see the conclusions of European Council of 4-5 November 2004 at http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/82534.pdf

3 All principles are listed here: http://ec.europa.eu/ewsi/en/EU_actions_integration.cfm

and yardsticks to enhance [a] government's capacity to evaluate the relevance, efficiency, effectiveness, sustainability, and impact of policies and practices" (Huddleston 2009, pp. 4-5). Subsequently, a plethora of debates and projects on indicators have emerged from within intergovernmental or civil society organizations. The latest report "Using EU Indicators of Immigrant Integration" (Huddleston, Niessen and Dag Tjaden 2013) reflects on the different ways in which indicators can be used to understand national contexts, evaluate the outcomes of policies and create targets to improve integration. Within the debate on integration indicators, however, far too little attention has been paid to the integration of beneficiaries of international protection (Huddleston 2010). This is surprising given that a substantial body of evidence has long documented the multiple aspects of refugee integration.

Refugee integration and the use of indicators

In academic research, refugee migration was theorized as early as 1981 (Kunz 1981 in Smyth, Stewart and Da Lomba 2010) and that subsequently inspired a view of integration "as a process which is influenced by the institutional environment of the receiving society as well as personal capacities of the settling population" (Valtonen 2004 in Smyth, Stewart and Da Lomba 2010, p. 411). Furthermore, the concept of refugee integration was extensively and critically debated as a multi-dimensional two-way process (Castles, et al. 2002) despite the claim that integration does not suit itself well to definitions (Council of Europe 1997). The topic has gained more prominence with UNHCR's progressive work on integration issues, in particular after 2000.

UNHCR has been mandated by the United Nations General Assembly to provide international protection to refugees and to seek permanent solutions to the challenges of refugees together with its partners. It acknowledges that for many refugees, particularly in Europe, integration is the most relevant durable solution. Not surprisingly, the integration of beneficiaries of international protection has grown to be pivotal in UNHCR's work. The Agency's approach and involvement is embedded in the 1951 Convention relating to the Status of Refugees (hereinafter: the Refugee Convention) and its 1967 Protocol as these instruments enumerate a range of social and economic rights geared towards the integration of refugees. These include: Gainful Employment (Arts. 17-19); Public Education (Art. 22); Housing (Art. 21); Labour Legislation and Social Security (Art. 24); Rationing/Public Relief (Art. 20 and 23); Freedom of movement (Art. 26); Identity and travel documents (Arts. 27 and 28); Acquisition of movable and immovable property (Art. 13). Furthermore, in Article 34, the Refugee Convention explicitly calls on States to facilitate integration and access to citizenship for refugees, thus further legitimizing UNHCR's efforts in this regard.

What then is refugee integration? When the international refugee regime was established approximately 60 years ago, the international community recognized the potential for refugee problems to be resolved by means of local integration (Crisp 2004). Since then, the concept has been utilized in the refugee context, yet it lacked any formal definition in international refugee law (Crisp 2004). In a bid to address this gap, the UNHCR's Executive Committee defined refugee integration and recognized that it is a complex and gradual process, comprising three different but inter-linked legal, economic and socio-cultural dimensions. Specifically, it considers that:

> The integration of refugees is a dynamic and multifaceted two-way process which require efforts by all parties concerned, including a preparedness on the part of refugees to adapt to the receiving society without having to forego their own cultural identity and a corresponding readiness on the part of the receiving communities and public institutions to welcome refugees and meet the needs of a diverse community (UNHCR Executive Committee 2005).

This conceptualization has been further elaborated in a constellation of soft law and policy documents related to integration.[4] In particular, UNHCR came to differentiate migrants and refugees on account of the latter's different protection needs. It is true that the multiplication of the drivers of displacement has expanded rapidly the interface between refugee protection and international migration. UNHCR acknowledged that persons with different objectives move alongside each other using the same routes and means of transport in what is termed 'mixed movements' or 'mixed migration' (UNHCR, 2011).[5] However, the UN Refugee Agency strongly advocates that refugees be disentangled from migrants in order to ensure their proper protection. Refugees are forced to flee to save their lives or preserve their freedom due to conflict and human rights violations, environmental catastrophes or poverty and a lack of life prospects. However, does this differentiation have an impact on how refugee integration is conceptualized and measured?

Indeed, beneficiaries of international protection often face similar integration opportunities and obstacles as other migrants and, at the same time, stand out due to their particular situation regarding protection needs and experiences of flight. Despite the wealth of public discourses on the usefulness of integration indicators for policy evaluation, there is sparse use of accurate and comparable indicators in connection to refugee integration in the EU and particularly in Central Europe. Notable exceptions include an Indicators of Integration study commissioned by the UK Home Office which outlined a theoretical framework for understanding refugee indicators (Ager and Strang 2004) and its empirical explorations (Atfield et al. 2007 and Rutter et al. 2007 in Smyth, Stewart and Da Lomba 2010).[6] To fill this gap, UNHCR has launched an Integration Evaluation Tool, which forms part of a multi-country project on refugee integration.

The Project: *Refugee Integration: Capacity and Evaluation*

The two-part project on refugee integration was launched on 1 August 2012, with funding from the European Refugee Fund Community Actions. It was a two-part project because it was implemented separately in four Western European countries (Ireland, France, Austria and Sweden) and in four Central European countries (Poland, Bulgaria, Romania and Slovakia). The project ran for 10 months in Western Europe and 18 months in Central Europe.

In Western Europe the project examined the key factors impacting refugee integration such as flight experience, a lack of documentation or family separation, and what may influence integration outcomes vis-à-vis some typical indicators like employment, housing, education or social engagement. By considering whether existing knowledge, perceptions and assumptions are accurate, the project highlighted important policy areas relating to refugee integration and gave recommendations for good practice and how to measure and evaluate refugee integration in a qualitative and quantitative manner. The project looked at existing refugee integration research, and stakeholders in select integration areas were consulted on their experiences and good practices. Dialogue sessions were set up with refugees and in some countries host community representatives involved with refugee integration. The findings of this project were included in a final report.[7]

In Central Europe, the project[8] sought to improve the quality and effectiveness of refugee integration by building the capacity and expertise of the authorities and other actors responsible for integration in each of

4 For example: UNHCR Note on the Integration of Refugees in the European Union, Brussels, May 2007; UNHCR Refugee Resettlement: An International Handbook to Guide Reception and Integration, September 2002.

5 For further information, see http://www.unhcr.org/pages/4a16aac66.html

6 For further information on the literature on measuring integration and the use of indicators therein, specifically in the context of refugee integration, see the latest UNHCR report: A New Beginning. Refugee Integration in Europe. UNHCR Bureau for Europe, September 2013.

7 Available at: http://www.unhcr.org/52403d389.html

8 Unless otherwise mentioned, this report refers to the work conducted within the framework of the project in Central Europe.

the four participating countries.[9] To this end, the project has piloted an online Integration Evaluation Tool (IET) developed by the Migration Policy Group (MPG) for UNHCR. The IET is based on previous work where MPG designed the tool in consultation with UNHCR, governmental and NGO stakeholders in all Central European countries. This part of the project aimed to support the evaluation and development of effective integration programmes for refugees and persons with complementary protection in Central Europe. Activities comprised regional roundtables that reviewed the gaps and good practices identified through the IET. In addition to the tool, the project has commissioned an external research to document the access to employment for beneficiaries of international protection in the four project countries. The research report has been published online[10] and also complements the data in the IET.

Through this project UNHCR intended to provide measurements of the different steps in integration policy development and in societal processes that are meant to answer specific questions such as: Are policies upholding certain principles? Are they well implemented? Are they producing results? Have these results impacted on trends in refugee integration? Are policies for beneficiaries of international protection having an impact on successful integration? What are the challenges and good practices, and what else needs to be done? Therefore, the use of indicators supports policy actors who want to see whether or not certain policies stimulate societal change. This project brought together various actors, including government bodies, NGOs, experts, and beneficiaries of international protection to reflect on the current situation, clarify ambiguities, and have a common language and adequate resources for ensuring successful integration that is in accordance with European and international standards.

Integration Evaluation Tool

The IET aims to develop effective, reliable, and sustainable data collection methods and internal review mechanisms, to identify gaps and good practices as well as to build the capacity of and partnerships among the various actors involved in refugee integration. To this end, it covers four major areas labelled general considerations[11], legal integration[12], socio-economic integration[13], and socio-cultural integration[14]. Each of these contains a series of strands and each strand is defined by a list of indicators (see the methodology section for information on the types of indicators utilized and the annex for the list of indicators and questions used to collect the data). Taken together, 231 indicators will clarify policy goals and the data that decision-makers need to know in order to evaluate whether policies are working to achieve these goals. The indicators are closely linked to the CBPs and thus the tool aims to connect refugee integration with the wider EU debate, cooperation and support on indicators and migrant integration.

To date, the IET has been tested during a pilot phase in Bulgaria, Poland, Romania, and Slovakia. Specifically, data were collected regarding certain areas, namely access to education, employment and lifelong learning, housing, and family reunification (118 indicators in total). Based on the data collected, the project provides expertise, awareness, training, and support to the various ministries and service providers responsible for refugee integration.

9 As mentioned above, UNHCR defines integration, inter alia, as a multi-actor process. It necessitates coordinated actions by numerous ministries, different levels of state administration all the way down to municipalities and by a large variety of non-governmental stakeholders such as NGOs, employers, trade unions, schools, education providers of language and vocational skills, health care providers, the banking system, landlords and many others.

10 Available at: www.unhcr-centraleurope.org/index.php?id=4581

11 The impact of reception conditions on integration; The infrastructure to mainstream refugees and their special needs into different public policies

12 Residency rights for refugees and beneficiaries of subsidiary protection; Family unity and reunification; Access to an effective nationality

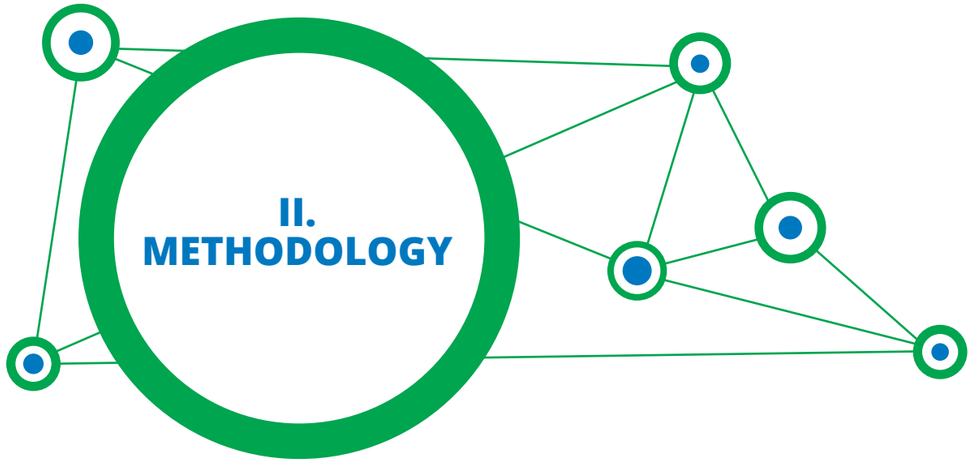
13 Housing; Employment; Lifelong learning; Health; Public relief and social security

14 Child education; Language learning and social orientation; Building bridges and fostering participation

Scope of this report

This report analyses the IET data on access to education, employment and lifelong learning, housing and family reunification for beneficiaries of international protection in the four project countries. To this end, the next chapter discusses the methodological aspects behind developing indicators for refugee integration. It addresses the underlying vision behind it, as well as the type of indicators and expertise employed. In addition, the section describes the data collection methods, including references to the duration and challenges encountered in this process. The chapter then highlights the scoring rules and the logic behind the analysis. The third chapter of this report represents its backbone. It contains five thematic sections based on the data collected, harmonized and scored for each of the five areas mentioned above, in all four countries. The thematic reports begin by situating the topic in a wider context before analysing the data collected by type of indicators. Each report presents an overall view of the situation in the four countries and provides specific examples from each country. The scores accompany the arguments made by the authors. The fourth chapter discusses the so-called integration evaluation mechanisms. Specifically, it examines to what extent and in what form the IET has become an embedded evaluation mechanism for assessing the integration of beneficiaries of international protection in the project countries. Furthermore, the chapter draws on lessons and examples from other countries as revealed both during the events organized as part of the project and as part of the desk research conducted by the project management team. Finally, thematic recommendations are provided as well as bibliographic references and an annex with all the indicators used and the rules employed for scoring them. The report should be read in conjunction with the website presenting the data.[15]

15 Available at: http://www.ietproject.org



Developing Indicators for Refugee Integration

The development of integration indicators for a comparative view of integration policies and programmes is still in its infancy (Huddleston 2009). However, much progress has been made in the last few years in the area of immigrant integration, including the latest EC report on Using Indicators of Immigrant Integration (Huddleston, Niessen and Dag Tjaden 2013).[16] The EC report lists, among others, the various national approaches to indicators for immigrant integration (p. 64) and it is striking that only the Nordic countries – Denmark, Norway and Sweden – include refugees in the target group. This again testifies to the importance of the current report and project that serves not only fill this gap, but also to offer a more comprehensive methodology for indicators through the so-called joined-up approach (see below).

The indicators developed within the framework of the project that this report forms part of were built on the vision elaborated in UNHCR's Note on Refugee Integration in Central Europe (UNHCR, 2009). The document is a reference framework for the review or evaluation of the integration arrangements in the region. In addition, it would inspire the future development of government and other stakeholders' activities on the integration of persons in need of international protection (UNHCR 2009, p. 6). The structure of the indicators in the IET (see page 11 above) closely reflects the tenets of the note. Mirroring the UNHCR definition of integration, the tool also uses four types of indicators to evaluate the four major areas. Each of these types is intended to answer a bigger question.

FOUR TYPES OF INDICATORS

1. **Policy indicators:** Are laws and policies in place to implement integration principles?
2. **Administrative inputs:** Has the government invested in the infrastructure to implement these policies and services in partnership with NGOs?
3. **Financial inputs:** Does the government commit sufficient national resources and effectively use EU financial support?
4. **Outcomes:** Do beneficiaries of international protection who access and use these policies have greater participation and well-being in society?

16 For an excellent review of the latest trends in the development of integration indicators and of integration evaluation, see UNHCR 2013, pp. 32-39. Further, Huddleston (2009, pp. 6-10) provides a comprehensive overview of European efforts to build integration indicators between 2000 and 2008.

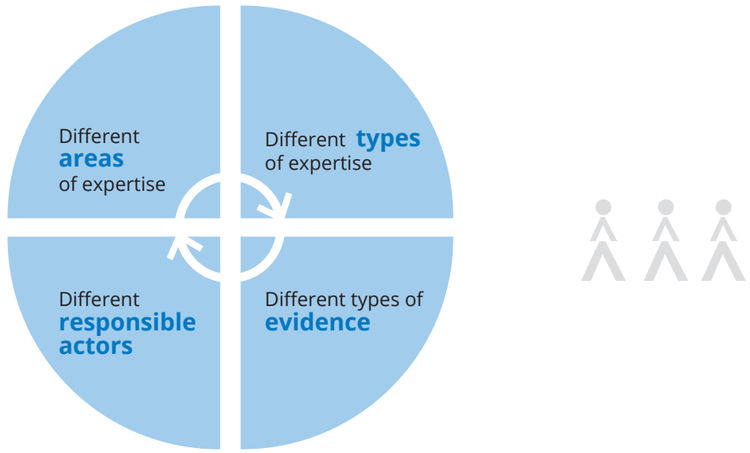
These different, interlinked types of indicators move beyond the outcome-based types that are currently popular in the European migrant integration landscape. According to the MPG, this is one part of the so-called joined-up approach, an integration evaluation framework created specifically for this project. It is an innovative combination of outcome indicators, policy indicators (sustainability), and input indicators. Taken together, these four types of indicators allow for a comprehensive evaluation of the strengths and weaknesses in each area of integration:

- from the policies on paper to the outcomes in practice; and
- from the initial reception of asylum-seekers to equal opportunities for recognized refugees, resettled refugees, and beneficiaries of subsidiary protection.

Through these indicators, the IET pursues the principle of 'mainstreaming where possible, targeting where necessary'. Mainstreaming is operationalized in terms of the degree of equal treatment and opportunity with nationals. Targeting is operationalized in terms of addressing special needs (e.g. single or pregnant women; unaccompanied children; victims of torture, rape, and other forms of trauma; the elderly).[17]

The second part of the joined-up approach is closely related to the types of indicators. This method not only entails the use of different **areas of expertise** (i.e. education, employment, lifelong learning, family reunification, and housing) and different **types of expertise** (required by the typology of indicators), but demands joined-up coordination of different **responsible actors** (from states to NGOs and beneficiaries of international protection) and a joined-up approach of the different types of **evidence** (self-assessment, internal audit, independent evaluation, quantitative and qualitative research, and national statistics). The build-up of this approach is depicted in Figure 1 below.

Figure 1. The joined-up approach to indicators of refugee integration



Source: based on the MPG's concept

17 Targeting is sometimes also referred to in a wider context, meaning not only as regards vulnerable groups, but also the special situation of beneficiaries of international protection in general.

Data collection

The data collection started with a training workshop in Prague on 27-29 August 2012 for the UNHCR staff and governmental focal point working on the project. This meeting laid out the potential avenues for data collection and addressed certain concerns about data availability, the use of experts, and unclear concepts (e.g. mainstreaming).

Data collection methods and tools

In each country, a national coordination team comprising an UNHCR staff and governmental focal point was set up. Subsequently, each team used their networks and contacts within relevant line ministries, civil society organizations, and research institutions to engage local experts to collect the data. Furthermore, they organized group and/or individual meetings to train the experts on the structure of the indicators and use of the online data collection tool (see below), and to allocate the questions to experts. A variety of resources were utilized to amass statistics, including administrative data, survey results, project outcomes, and research reports. In order to ensure the comprehensive gathering of data in a limited timeframe, the information collected was often cross-checked with data from focus groups and individual interviews. These were conducted either by the expert (Bulgaria, Poland) or the UNHCR focal point (in Slovakia) and were particularly aimed at gathering the opinions of beneficiaries of international protection regarding specific services and their overall integration experience. **All of the collected data refer to the last calendar year** (or 2011-2012 academic year in the case of data on access to education).

To facilitate the data collection, an online platform[18] was created and each expert received an account linked only to the indicators pertaining to his/her area of expertise. One advantage of this platform is that it allows multiple users to reply to the same questions, thereby ensuring an interdisciplinary view of certain indicators. Moreover, it identifies the types of information various institutions may or may not be collecting. This method aimed to certify comprehensive data collection, but also to identify any gaps in the data collection system. Furthermore, in order to improve the quality of the data, the opinions of the experts, when contradictory, were often reconciled with an expert opinion from UNHCR. For all indicators, the experts were asked to document their answers by listing the source in the box below each indicator. To date, 85 individual experts had an account on the platform and several others preferred to anonymously submit the data online.[19] Overall, close to 100 experts, including representatives of various refugee organizations, governmental staff, NGO workers, researchers, and independent consultants have participated in the data collection. For each thematic area, two months were allocated for experts to answer and input the data in the online platform. Subsequently, the data were harmonized and scores assigned by the MPG staff as described in the next section. The MPG then issued the thematic analytical reports that form an integral part of this report and the preliminary findings were presented during two regional roundtables.[20]

Data availability

Throughout the project, the experts highlighted either the lack of data or a fragmented system of gathering information. The IET indicators often require a fine level of data such as itemized information about the

18 http://iet.unhcr-centraleurope.org - Login required, an account can only be created by the website administrators at the UNHCR Regional Representation for Central Europe.

19 22 from Bulgaria, 30 from Poland, 12 in Romania, and 21 in Slovakia

20 One was held in Warsaw, Poland, on 22-23 April 2013 and it dealt with the access of beneficiaries of international protection to housing, family reunification and education. For further information, see: http://www.migpolgroup.com/regional-roundtable-on-integration-of-beneficiaries-of-international-protection-in-central-europe-warsaw-poland/. The other was organized in Prague, Czech Republic on 28-30 August 2013 and addressed access to employment and lifelong learning for beneficiaries of international protection. For details, see: http://www.migpolgroup.com/integration-of-beneficiaries-of-international-protection-in-central-europe-access-to-employment-and-lifelong-learning-prague-29-30-august-2013/

integration budget per beneficiary of international protection or the staff working on integration. In these cases, for a better analysis a recommendation was made to collect data on the overall integration budget, overall number of staff working on integration and, where possible, to itemize. Furthermore, a lack of detailed data or of any information at all was then reported as a gap. There are statistical indicators asking for data in absolute values or percentages and such data are not readily available because the national statistical systems do not always collect such figures to the extent required by the IET. In this case, the tool records trends by relying on various research studies, surveys as well as project and/or NGO data. Another way to deal with the shortage of data was to involve experts and authorities in debates. For instance, in Bulgaria experts from a wide range of institutions met in order to address the shortcomings of the data availability. They also collectively discussed inconsistent or contradictory data in the IET and decided on solutions. With this approach, the IET fulfilled two other goals, namely building national capacity to gather data and evaluate policies and building relationships in order to mainstream refugees into the relevant public policies and services.

Scoring and analysis

Each IET indicator is a question relating to a different aspect of refugee integration. For most answers, there are three alternatives reflecting different policy options. The first option is based on favourable terms, while the second and third options generally represent less favourable or unfavourable provisions. As discussed above, the selection of the indicators and answer options is informed by a normative framework based on international and European law, UNHCR Executive Committee Conclusions, and other UNHCR guidelines.[21] In order to evaluate and compare the answers across countries, the tool suggests tallying a score for each strand and dimension per country. Therefore, points are assigned to each policy option, with three points being awarded to the most favourable one. For the sake of comparisons, the resulting 1-3 scale is converted to a 0-100 scale with 100 being the top score.

The IET questionnaire also includes open questions asking for absolute figures or percentages. Where possible (and where a higher figure or percentage represents a more favourable provision), these are directly scored with their values. In the case of trends being provided, a 0-5 scale is used, with 0 meaning none, 1 few, 2 some, 3 most, 4 majority, and 5 all (converted to comply with the 0-100 scale as 0, 20, 40, 60, 80 and 100, respectively). For the remaining indicators, special scoring rules have been developed based on the available data provided in the online tool and benchmarks set against the normative framework in use. The specific scoring rules for each indicator are provided together with the questionnaires in the annex and available on the website presenting the data.[22]

For a score to be assigned (to an indicator) and eventually be aggregated (for a strand or dimension), simple averages are used. For instance, if a country provides favourable provisions to recognized refugees (score: 100), but only in a limited way to beneficiaries of subsidiary protection (score: 50), the overall score for that indicator is 75. For an aggregated score per strand, the indicator scores are averaged together.[23]

The scoring of indicators is also introduced into the analysis of the IET data which is presented in the following chapter in the form of thematic analytical reports per strand covering the areas of access to education, employment and lifelong learning, housing, and family reunification. The analytical thematic reports have been issued by the MPG and are based on the data provided by the experts, including UNHCR staff, in the IET online platform.[24] The analytical reports look at each strand separately and provide an overview of the situation in the four countries, while providing specific examples from each country.[25]

To visualise some of the findings in the thematic analytical reports, a simplified colour scheme has been adopted to represent the 0-100 scoring scale: green stands for (the most favourable) option 1, yellow for (the less favourable) option 2 and red for (the least favourable) option 3. Open questions on percentages and trends have been consolidated with the scoring and colour scheme in the following way:

Policy options	**Option 1 (100)**	**Option 2 (50)**	**Option 3 (0)**
Trends	all/majority (100/80)	most/some (60/40)	few/none (20/0)
Percentages (absolute)	100-68	67-34	33-0

A blank cell means that the data for the respective indicator in the country are missing and this is indicated with 'MD' (missing data). A list of all the indicators can be found in the annex. A more complex visualization pattern is available at the website presenting the data.

21 For example, UNHCR's Note on the Integration of Refugees in Central Europe (2009), Budapest; Note on the Integration of Refugees in the European Union, Brussels, May 2007; UNHCR, Refugee Resettlement: An International Handbook to Guide Reception and Integration, (Integration Handbook), September 2002, available at: http://www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?docid=405189284

22 Available at: http://www.ietproject.org/methodology/scoring-indicators/

23 Based on all 231 indicators, the tool would ultimately allow calculating up with an overall averaged score across all indicators, strands and areas reflecting the scope of refugee integration per country.

24 A valuable source of information has also been the reference and comment boxes corresponding to each indicator. The explanatory and/or additional comments included therein contribute greatly to the assessment of the respective indicator and thematic area.

25 The IET includes questions about beneficiaries of all forms of protection. In the countries under consideration, resettled (and relocated) refugees are included in regulations on asylum or foreigners only in Romania and Poland. The focus of the thematic analytical reports is therefore on recognized refugees and beneficiaries of subsidiary protection.

III.1 Education of children of beneficiaries of international protection in Bulgaria, Poland, Romania, and Slovakia

Introduction

Education as a basic human right and a means to realize other rights

Access to education is both a fundamental right in itself and crucial to realise other human rights. UNHCR's Conclusion on Local Integration (UNHCR Executive Committee, 2005) stresses the role of education and skills development as a way to facilitate refugee participation in the economic life of the receiving country.

Along the same lines, the CBP 5 puts forward that "efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society". It is further stated that "scholastic underachievement, early school-leaving and of all forms of migrant youth delinquency should be avoided and made priority areas for policy intervention".

Within the refugee context, UNHCR's Education Strategy further acknowledges the role of education in restoring a sense of normality and routine to the lives of children of beneficiaries of international protection after situations of forced displacement and flight. Without education, they are "less likely to be healthy, grow strong, be safe or fully participate in their communities" (UNHCR, 2009a, p. 10). Hence, for refugee children, social inclusion and well-being begins at school.

Access to and the provision of education is already an important element during the reception phase to help asylum-seeking children and youth to restore their lives in a new country and facilitate their future integration into society. The European Commission's

Directive on Reception Conditions (Council Directive 2003/9/EC)[26] states that Member States shall grant underage children of asylum-seekers and unaccompanied asylum seeking children access to the education system under similar conditions as nationals of the host Member State for so long as an expulsion measure against them or their parents is not actually enforced.

Obstacles to accessing education in Central Europe

Asylum-seekers and beneficiaries of international protection can face various obstacles to accessing education in Central Europe. For example, UNHCR research has identified the following challenges: a lack of comprehensive and clear data management regarding enrolment and retention rates, limited opportunities to learn the host country language, a trend of placing students in class grades without a formal methodology for assessing language proficiency, insufficient training and guidance for teachers, and gaps in the administration of and information about available funding (UNHCR, 2011a).

The present IET analysis looks at the aspect of children's education as part of the socio-cultural integration of beneficiaries of international protection in Central Europe. Specifically, the analysis focuses on three groups of key issues concerning: 1) access to education; 2) education support; and 3) mainstreaming policies. The fourth section rounds off the analysis by briefly discussing some outcome data regarding children and youth beneficiaries of international protection in education and their satisfaction gathered within the scope of the IET project. Conclusions follow.

IET analysis of children's education – key issues

Asylum-seekers and beneficiaries of international protection in education

Little is known about the number of asylum-seeking children and beneficiaries of international protection in education

In all four countries under review, little to no **official statistics exist on the numbers and percentages of asylum-seeking children enrolled in primary and secondary education.** The information gathered within the IET range from relatively few children in Romania (estimated at less than 20 per cent) to 80 and 95 per cent in Slovakia and Poland, respectively.

Once beneficiaries of international protection are recognized, the monitoring of children's school careers is also rare. **Data on the total number of school-age children of beneficiaries of international protection is generally missing,** rendering it impossible to calculate the percentage of these children having access to and being in compulsory education. In the absence of this information, full school enrolment cannot be guaranteed.

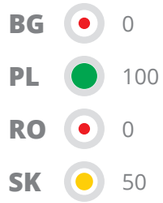
Enrolment

Uneven enrolment practices across and even within countries

In order to establish a degree of normality and security in refugee children's lives as well as to provide them with the possibility to adapt to the countries' education systems, enrolment in school should occur as early as possible.

26 Council Directive 2003/9/EC of 27 January 2003 laying down minimum standards for the reception of asylum-seekers. Available online at: http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2003:031:0018:0025:EN:PDF

Average time between asylum application and enrolment:



The average time between an asylum application and school enrolment varies among the four countries. The periods range from **two weeks in Poland, four weeks in Slovakia, and three to six months in Bulgaria, and two months up to one year in Romania.** In the latter two countries, the period depends on the relationship between the submission of the asylum application and the start of the school year as well as on the language preparation. Experts from Romania report that practices regarding language tuition and enrolment even vary within the country and differ significantly from one reception centre to another.

Another area of concern is **post-secondary and tertiary education where the access of beneficiaries of international protection is unknown** or seems rare. IET experts could not identify any cases in Poland[27], only one in Bulgaria, four to six in Romania, and six in Slovakia.

Placement and assistance in the education system

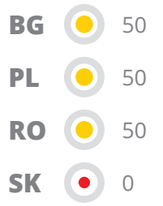
Evaluation and placing in class grades

Refugee children's educational paths are disrupted until access to the receiving country's education system allows them to build upon past and acquire new educational achievements. This is why adequate placement in the school system is crucial and requires an assessment of the child's educational attainment and needs.

Only limited guidance for children of beneficiaries of international protection to be placed in schools

In all countries except Slovakia, the state provides some criteria on the assessment of a child's prior learning outside the state's territory. Guidelines for these assessments where documentary evidence from the country of origin is not available only exist in Bulgaria and Poland. In Poland, the Office for Foreigners tries to avoid changing a child's place of schooling during the asylum procedure. None of the countries, however, have specific statistics or mechanisms to monitor the placement of children of beneficiaries of international protection in 'special needs' schools. Minority and disadvantaged children are often placed in these separate programmes[28], even though they may be able to follow mainstream education. This is problematic because it might contribute to the marginalization of children of beneficiaries of international protection.

Placement in the school system:



In Slovakia, the state does not establish official institutionalized services and guidelines. The assessment of prior learning is passed onto schools and teachers themselves, which leaves a lot to their discretion. It also puts the responsibility onto schools and teachers who might not be sufficiently aware of or might not have been trained to deal with refugee children's specific needs.

27 This does not imply that there are not any. On the contrary, UNHCR staff in Poland reported the presence of such cases. However, this simply reinforces the previous point: little is known about the access of beneficiaries of international protection to higher education.

28 This does not apply to Bulgaria as there are no 'special needs' or 'separate programmes' in the country.

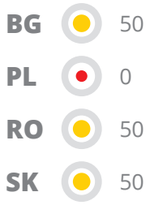
Orientation in the school system

Orientation in the mainstream classroom is especially important for children of beneficiaries of international protection

Once enrolled and placed in primary or secondary schools, children need on-going assistance to become acquainted with the school system and to acquire the skills needed to take part in mainstream education. The IET data show that **policies on school orientation are often vague and not institutionalized** in the four countries. **Specific and systematic orientation or induction activities for children and their parents are generally not available.**

Only short-term orientation on an informal basis

Orientation in the compulsory school system:



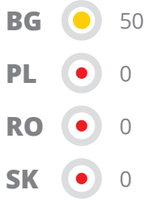
In fact, orientation is, if at all, managed informally in most of the countries under review. This concerns both the orientation for schools and for beneficiaries of international protection (children and their parents) themselves. Regarding the former, in Bulgaria the schoolteacher receives some directions for organizing individual work for school subjects when a refugee child is referred to a school. As concerns the latter, in Romania and Bulgaria it is the principal or the teacher who provides beneficiaries of international protection with basic information about the school system and course outline. Informal orientation is also reported to take place in Slovakia and Bulgaria where the provision of information depends on the existing knowledge and skills of the teachers as well as on their will and capacity to do so.[29]

In Poland, there are no state orientation or induction programmes. Whether and what kind of introductory information a child is provided with depends on the school. An exceptional example of best practice in this regard comes from Warsaw.[30]

Language learning

Generally limited language support and not implemented in Slovakia

Provision of second language learning for children:



Education also provides an opportunity to learn the receiving country's language, which enables children of beneficiaries of international protection to become active members of society in the first place. Upon their participation in an integration programme and/or their first year of school, newly arrived children of beneficiaries of international protection have access to free language support in all four countries.

However, the **courses are generally only for a short period and not very intensive:** two to five lessons per week in Poland[31] and four hours per week in Romania (within the scope of an integration programme). In Bulgaria, there is no officially provided additional language tuition after completing the language course held at the Integration Centre for Refugees within the scope of the integration programme. The state foresees two school hours of general counselling per week for all students who wish or need to receive additional tuition, which might theoretically involve language support for children of beneficiaries of international protection.

In Slovakia, the education legislation (School Act Art. 146, par. 3)[32] provides for on-going, additional hours of instruction of host country language with the aim to overcome the language barriers of children of foreign nationals. These are not targeted at but include beneficiaries of international protection. However, while anchored in legislation, no courses are provided in practice. Among the reasons mentioned by the Slovak experts is a lack of information about the children of beneficiaries of international protection on the part of state authorities and limited awareness about the possibility to apply for funds for the language instruction on the part of schools and parents.[33]

Additional educational support

Limited support beyond language learning

Any orientation provided for by the state is generally limited to language learning. **Some extra-curricular support is only available in Bulgaria and Romania and to some extent in Poland.** However, this support is usually **not targeted and specially designed for children of beneficiaries of international protection** but is meant for all foreign children.

In **Bulgaria**, the state foresees additional consultation for all pupils who need or want to receive **general counselling.** This support consists of two school hours per week and is organized relatively informally depending on the capacity of the school.

In **Romania**, children of beneficiaries of international protection can **participate as auditors** in curricular and extra-curricular activities during the integration programme. The activities are organized and implemented by the school they are enrolled in. At the end of the introductory class, an evaluation team comprising the school principal and several teachers assess the level of language acquisition and the child's general knowledge. This forms the basis for the decision on the class level the student will be enrolled in during the next school year. According to a Romanian expert, the motivation to enrol children of beneficiaries of international protection in these activities on the side of both the immigration authorities and local school decision makers is, however, quite limited. Schools are mostly neither properly staffed nor prepared to provide these children with the support that is necessary in light of their special educational needs. Indeed, the outcome indicators included in the IET point to problems with registering children of beneficiaries of international protection as participants in school activities (see the section on education outcomes and satisfaction below).[34]

In Poland, the Act on Education provides for some general tools regarding foreign pupils without sufficient knowledge of the language in Poland. These provisions do not specifically focus on, but can also apply to children of beneficiaries of international protection. The measures include additional language classes, compensatory lessons

29 For these reasons, a joint initiative of the Milan Simecka Foundation and the Centre for the Research of Ethnicity and Culture in Slovakia conducted research among schools and, based on the findings, developed the first educational programme for teachers to acquire competencies necessary for the instruction and inclusion of children of foreign nationals in regular elementary schools. The programme was officially accredited by the Ministry of Education and is currently being implemented for the second group of 20 teachers, without any direct support from the state (the programme was financed from the European Integration Fund).

30 "Welcome Pack for pupils and parents" in the city of Warsaw. An example of good practice regarding official orientation and information provided to migrant children and their parents (not specifically targeted at but including beneficiaries of international protection) is the so-called Welcome Pack that was provided in the city of Warsaw within a project implemented between 2009 and 2011. Two thousand Welcome Packs were circulated and included information about: the Polish Education System, the school calendar, the daily timetable, a note regarding things required at school, a pupil's daybook and extra-curricular activities, the school's system of grades, school forms and templates (notification, justification, exemption from the school classes, agreement) and a small dictionary of basic school terms. It has been translated into five languages (English, Russian, Ukrainian, Vietnamese and Chechen).

31 Additional Polish lessons for foreign pupils are provided by teachers teaching regular Polish classes at schools and not by professionals prepared to teach Polish as a foreign language.

32 Also see section 10, par. 13 Act no. 345/2012 on Some Measures in Local Government and on the amendment of certain acts. This act did away with the regional school authorities in education and integrated them into the regional bureaux of state administration, i.e. under the Ministry of Interior. This act came into force on 1 January 2013.

33 However, even in cases when schools or parents applied for the funds for language instruction, they were not always granted based on the argument of the low number of children eligible for this service.

34 In 2011, there were cases of children who spent up to one year outside school, merely taking language classes in the reception centres, because local decision-makers had failed to work together to allocate spots for them in classes.

and the possibility for schools to employ so-called teacher's assistants. **Teacher's assistants** are generally employed to provide foreign children with additional teaching support. However, the comments provided regarding the indicators in the IET suggest that the effectiveness of this measure is restricted due to the limited allocation of funds and awareness. Employed as a member of administrative staff, a teacher's assistant often does not possess additional competencies to deal with refugee children's needs. Furthermore, their remuneration is very low. Another problem reported within the scope of the IET is the limited awareness on the part of schools about the possibility to employ teacher's assistants or about the process for doing so in practice. Hence, in the majority of cases where 'intercultural assistants' are employed in schools, it is within the scope of NGOs' projects.

Access to education for vulnerable persons:

BG 0
PL 0
RO MD
SK 0

There is also **little attention paid to vulnerable children with protection needs,** such as unaccompanied children or the victims of torture or other forms of trauma. In Poland and Slovakia, there is recognition of children with special educational needs (e.g. those with autism or Asperger syndrome or with disabilities), but the provisions do not explicitly target vulnerable refugee children.

In sum, the information gathered within the IET suggests that targeted support to children of beneficiaries of international protection and their parents is relatively limited in all four countries. They might theoretically be included in **measures to address educational needs of foreigners,** but these might **not sufficiently take the specific needs of refugee children into account,** especially as regards traumatic experiences due to forced displacement and flight.[35] Even if this targeted support is provided to foreign children, it should be noted that this support was found to be weak in all four countries on the Education indicators of the Migrant Integration Policy Index (MIPEX).[36]

Data on the budget allocated specifically to education are difficult to obtain

In all four countries, NGOs have tried to step in to provide educational support specifically targeted at children of beneficiaries of international protection that is not supplied by the state. Some **funding for targeted education projects has recently been provided from the ERF** and state ERF co-financing in all four countries, and in Romania additionally from UNHCR.[37] Identifying the specific amounts allocated to child education, however, seems difficult. In Slovakia, for instance, data on how much money is spent for specific areas of integration, including education, are not collected. According to data provided in the IET tool, the average amount spent from the state budget not related to EU co-financing per beneficiary in primary/secondary school in 2012 in Bulgaria was, depending on the state region, about BGN 1,307 (approx. EUR 300). In Poland, the budget per beneficiary spent from ERF funding amounts to PLN 1,499.95 (approx. EUR 350) and PLN 191,38 (approx. EUR 45) from the state budget related to the co-financing of ERF funds (data for 2011).

35 A new form of supporting children with migration experience is being tested in Poland, i.e. psychological and educational support as stipulated by the regulation of the Minister of National Education of 17 November 2010. The aim of psychological and educational support is to analyse and address a child's individual needs, especially following a difficult or traumatic situation or adaptive problems associated with cultural differences. The new system of psychological-pedagogical support came into force in lower secondary schools (gimnazjum) in the 2011/2012 school year and will be organized in primary schools and upper secondary schools in the 2012/2013 school year.

36 http://www.mipex.eu/

37 The amount of money from the UNHCR-funded project on the Integration of Refugees in Romania in 2012 includes RON 40,000 (approx. EUR 9,000) for elaborating a Teacher's Guide to provide users with an easy-to-use teaching instrument, including a set of support materials to assist them in the process of teaching Romanian as a second language to adult refugees in Romania, and RON 80,000 (approx. EUR 18,000) for the organization of training for both teachers teaching Romanian as part of the National Integration Programme and teachers teaching Romanian as part of the ERF-funded programmes.

Mainstreaming policies

Legal provisions on access to education

Equal opportunities according to legislation

In the four countries under review, legal obstacles to beneficiaries of international protection accessing the education system do not appear within asylum legislation and regulations. Refugees and beneficiaries of subsidiary protection **should have the legal right to equal treatment** in primary, secondary, post-secondary and tertiary education in all four countries.[38]

Legal access to primary and secondary education:

BG 100
PL 100
RO 100
SK 100

In Bulgaria, however, knowledge of the Bulgarian language is an additional requirement for beneficiaries of international protection. The precondition for children of beneficiaries of international protection to take part in compulsory education in Bulgarian schools is to have successfully completed a language course at the Integration Centre for Refugees. Likewise, basic knowledge of the country's language is required upon enrolment in the compulsory school system in Romania and Slovakia.

Legal access to post-secondary and tertiary education:

BG 100
PL 50
RO 100
SK 100

Mainstreaming legislation

In the absence of targeted support, children of beneficiaries of international protection must exclusively rely on mainstreaming policies and practices. However, the data gathered within the scope of the IET point to a **limited understanding of the rights and special needs of beneficiaries of international protection** amongst general policy makers. The legal and practical emphasis on equal treatment with nationals effectively results in fairly **low awareness of beneficiaries of international protection as vulnerable groups** in need of specific support. While children of beneficiaries of international protection may have equal rights on paper, the lack of mainstreaming policies means that these children may not have equal rights or opportunities in practice. This situation neglects the fact that they face more obstacles than natives in effectively enjoying the rights they are legally entitled to.

Few mechanisms to improve the mainstreaming of beneficiaries of international protection

Mainstreaming legislation:

BG 50
PL 0
RO 50
SK 50

None of the countries explicitly identifies beneficiaries of international protection as vulnerable or special needs groups in their mainstream education legislation. In Bulgaria and Romania, beneficiaries of international protection are only identified as such in legislation on asylum/foreigners. In Slovakia, the School Act mentions beneficiaries of international protection but not within the category of vulnerable/special needs groups.[39] In Poland, they are not **explicitly** recognized as special needs groups in the mainstream education or asylum/foreigner legislation.

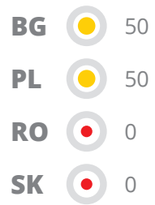
38 In Poland, however, access to post-secondary and tertiary education is not free of charge.

39 According to the Slovak expert, the category of children with special educational needs was not broadened to incorporate children of beneficiaries of international protection, despite several appeals by NGOs to do so.

Mainstreaming responsibility

The information gathered in the IET generally highlights difficulties in identifying responsible ministries and units. This is, for example, the case in Poland where the Department of International Cooperation is responsible for international affairs including beneficiaries of international protection, while the Department for Enhancing Educational Opportunities is responsible for the Law on Education. The latter covers groups with special educational needs that may include children of beneficiaries of international protection.

Mainstreaming responsibility:



There is **no clear specific mandate within the ministries responsible for education to mainstream refugees and beneficiaries of subsidiary protection** into their work. In the four countries, neither an official nor an agency is officially responsible by law to ensure that the education ministries take beneficiaries of international protection into account. If at all, they are included within a much broader mandate concerning foreigners and their access to education in general. In Bulgaria, for instance, the Access to Education and Development Support Directorate at the Ministry of Education, Youth and Science is responsible for the integration of children and students of different ethnic backgrounds, which is supposed to include those from refugee families.

Mainstreaming mechanism

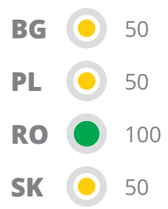
Mainstreaming mechanisms:

In the absence of clearly assigned responsibilities, **education ministries in the four countries also lack any effective mechanisms to review their legislation and policies** to ensure that beneficiaries of international protection have the same legal and de facto access to primary, secondary and tertiary education as nationals. It became clear from experts' assessments in the IET that, even though review and monitoring mechanisms might exist, they are usually not specifically targeted at beneficiaries of international protection and, above all, **not properly implemented in practice.** Slovakia, for instance, is the only country with legal obligations for the responsible ministry to review its policies and outcomes. The Ministry of Education, Science, Research and Sport is obliged to do so in its annual "summary report on performing duties related to the concept for foreigners' integration". However, the IET experts maintain that the report falls short of properly reviewing education policies and programmes in practice.

Involvement of social partners and civil society

A small community engaged in refugee education

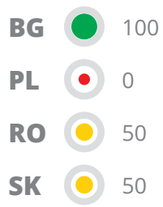
Involvement of social partners and civil society:



The main social partners in the education sector are not involved in the integration of beneficiaries of international protection. Consequently, **NGOs specialized in the field of refugee integration are the main providers of education services and support** in all four countries. Given that NGOs primarily have to rely on project funding (for example through the ERF), this approach cannot always secure the allocation of funds and is therefore not very sustainable.

In Romania, the main national social partners and civil society organizations in the education sector have become modestly involved in refugee integration and have included beneficiaries of international protection in their mission statement and activities.

Specialized NGO partners:



In only a few cases does the state work in partnership with specialized NGOs to review education legislation, services and outcomes for beneficiaries of international protection and/or provide staff to assist them in accessing education services. In Bulgaria, for instance, the State Agency for Refugees (SAR) works closely with the Ministry of Education and several NGOs to amend education legislation and the provision of services.[40] The SAR has appointed one staff member to deal with access to education services for refugee children. In the other countries, partnerships are, if at all, not formalized and cooperation might only take place on an ad-hoc basis. In Slovakia and Romania, activities are generally funded within the scope of the ERF and provided by NGOs. In Romania, for instance, the Jesuit Refugee Service and Save the Children offer services to refugee children for accessing education under the ERF mainly for introductory language courses and recreational activities.

Educational outcomes and satisfaction

The final section briefly underlines certain problems with assessing the effectiveness of educational services and policies due to a general lack of data in the four countries. The IET relies in large part on the experts' assessments complemented with insights from focus group interviews. The focus groups' results have to be interpreted cautiously and do not allow for generalizations.

Lack of information about beneficiaries of international protection in education

Children of beneficiaries of international protection are not counted and rarely consulted on education

Satisfaction with targeted education support:

Satisfaction with targeted support in post-secondary/ tertiary education:

It is not possible to assess the outcomes or effectiveness of refugee education policies in the four countries **because child beneficiaries of international protection and their parents are not sufficiently monitored or consulted. Even data on the total number of school-age children of beneficiaries of international protection are generally missing.** The absence of this data makes it impossible to assess the efficiency of ERF- or state-funded programmes.

The data available on refugees' satisfaction with compulsory education are also limited and uneven in the four countries. No data are available in Bulgaria. Small project-based focus groups among refugees and beneficiaries of subsidiary protection indicate a general satisfaction with the services provided in Poland and Slovakia. In contrast, a Romanian NGO expert reports very low levels of satisfaction with the targeted support received in compulsory education in Romania.

Satisfaction with access to and the provision of post-secondary and tertiary education is difficult to assess because of the limited numbers of youth beneficiaries of international protection known to attend university or other forms of post-secondary and tertiary education. Interviewees in Romania and Slovakia reported facing **major problems when trying to have prior qualifications recognized.**

A general issue of concern reported by both parents and youth beneficiaries of international protection and across all levels of education is **insufficient financial support** to be able to effectively access and go through the education system. The

40 These NGOs are the Bulgarian Helsinki Committee, the Bulgarian Red Cross, the Association for Integration of Refugees and Migrants, the Bulgarian Council on Refugees and Migrants, Caritas, and the Council of Refugee Women.

information gathered within the IET suggests that there is both limited funding available and little awareness about the existing funds and the process to apply for them, especially in Poland and Slovakia.

Conclusions

Generally, the data gathered in the IET suggest that there is little monitoring of refugee children's access to education and school careers in the four countries. Therefore, little is known about enrolment and retention rates of children and youth beneficiaries of international protection in primary, secondary, post-secondary, and tertiary education.

In all four countries, there is limited educational support beyond language learning, leaving a lot to the discretion and capacity of individual schools and teachers. On the other hand, in the absence of awareness raising, guidelines, financial support and special training, schools and teachers might easily feel overwhelmed and at times even reluctant to address refugee children's needs. In addition, there is a lack of information on the part of schools about rules and regulations regarding available funding. This leads to small amounts of available funds being used with restrictions or not being used at all. Without adequate assistance, however, children of beneficiaries of international protection are more likely to drop out of school. In all four countries, NGOs therefore try to step in to provide targeted services in order to facilitate refugee children's access to and provision of education. These NGO projects are mostly funded within the scope of the ERF.

In the absence of targeted state support, children of beneficiaries of international protection have to exclusively rely on mainstreaming policies and practices. However, the analysis of the information gathered in the IET reveals that there is generally little mainstreaming or monitoring of beneficiaries of international protection pupils and students within the general education system. The legislation referring to the equal rights of refugees and beneficiaries of subsidiary protection in terms of education is unknown to many school representatives. Hence, even though refugee children and youth are supposed to benefit from the same rights and support as all pupils and students in the respective countries, their participation in mainstream education is effectively hampered.

Moreover, the focus on equal treatment with nationals sometimes leads to a situation where the special needs of children of beneficiaries of international protection are not taken into account. Emphasising the equal rights of beneficiaries of international protection might therefore hamper the provision of targeted support structures needed to address the special needs of their children.

Finally, if states do not develop some kind of data management regarding the enrolment and retention of children of beneficiaries of international protection in the education system it will remain impossible to guarantee full school enrolment, monitor school careers, and assess the efficiency of ERF- or state-funded programmes.

III.2 Employment for beneficiaries of international protection in Bulgaria, Poland, Romania and Slovakia

Introduction

The right to work is enshrined in international and European treaties

The Universal Declaration of Human Rights provides that "everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment". The right to work enshrined in Article 6 of the International Covenant on Economic, Social and Cultural Rights entails that States should undertake the necessary measures to ensure that individuals achieve steady economic, social and cultural development.[41] At the regional level, the European Social Charter includes fundamental rights, specifically in the field of employment.[42]

Employment is valuable for beneficiaries of international protection and society as a whole

Having access to gainful employment and self-employment is one of the most important aspects of socio-economic integration into the host society and is crucial for achieving self-sufficiency. Earning one's living is also closely related to other aspects of socio-economic inclusion. Furthermore, the integration of immigrants and beneficiaries of international protection into the labour market is not only important for them to become more successful in society; it is also beneficial for society and the economy as a whole. The CBPs clearly state that *"employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible"* (CBP 3).

Facilitation of refugee employment stipulated by the Refugee Convention

UNHCR's Conclusion on Local Integration suggests that receiving countries should review their law and practices in order to identify or remove, to the extent possible, existing obstacles to refugee employment (UNHCR Executive Committee, 2005). In this context, reference is made to the importance of the Refugee Convention as a "framework for the creation of conditions conducive to the self-reliance of refugees". The right to work is enshrined in Art. 17 of the Refugee Convention which states that the Contracting State shall accord to refugees "the most favourable treatment accorded to nationals of a foreign country in the same circumstances".

The IET's employment dimension

The IET's employment dimension comprises 18 different indicators, including legal, policy, financial, and outcome indicators. This thematic report presents the data gathered in the scope of the IET on employment policies and practices for beneficiaries of international protection in Bulgaria, Poland, Romania, and Slovakia. It is structured as follows: the next part outlines the general employment situation in the region in order to set the context. The analysis then focuses on key issues concerning: 1) access to employment for asylum-seekers as a starting point for integration; 2) immediate access to employment and self-employment for beneficiaries of international protection; 3) targeted support; 4) the recognition of skills and qualifications; 5) mainstreaming; and 6) employment outcomes for beneficiaries of international protection.

41 Available online at: http://www.ohchr.org/EN/ProfessionalInterest/Pages/CESCR.aspx
42 Available online at: http://www.coe.int/t/dghl/monitoring/socialcharter/Presentation/TreatiesIndex_en.asp

Setting the context: the general labour market situation in the four countries

After a contraction in 2009, economic growth resumed in Bulgaria, Romania and Slovakia. Poland's economy has been resilient during the financial crisis. Even though real GDP growth rates are moderate in all four countries, they are positive and relatively high compared to other EU Member States.[43]

Labour Force Survey (LFS) data[44] reveal that in 2012 the employment rate for the native population aged 15-64 was about 60 per cent in the four countries and therefore lower than the EU-27 average (64.2 per cent). According to this data, in 2012 the unemployment rate ranged from 7.0 per cent in Romania, 10.1 per cent in Poland, 12.3 per cent in Bulgaria and 14.0 per cent in Slovakia (EU-27 average: 9.8 per cent).

Data about beneficiaries of international protection in the labour market are difficult to obtain because LFS statistics on employment and unemployment rates of foreigners are not available in the four countries. Due to the small sample sizes, a breakdown by country of birth or nationality in order to separately analyse the LSF data for foreign citizens is not possible or, if available, the data are extremely unreliable. In the four countries, immigrants do not figure in official employment statistics. Data on immigrants and beneficiaries of international protection need to be obtained from registries and other sources including, for instance, employment agencies, migration agencies, and/or NGOs assisting them.

As regards employment sectors, following the EU-wide trend, a large share of the population in the four countries is employed in the service sector. However, significant differences exist among the countries. In Bulgaria, 39.9 per cent of the population is involved in market-oriented services (such as trade, transportation, accommodation and food services, information and financial activities, and real estate) and 22.4 per cent in non-market services (public administration, education, human health, arts, entertainment and recreation, and other services). Industry amounts to 31.3 per cent in Bulgaria. A similar sectoral distribution can be observed in Poland: 34.1 per cent market services, 22.9 per cent non-market services, and 30.4 per cent industry. In Romania, by contrast, agriculture continues to be the most significant source of employment (29.0 per cent of the working population in 2012). The agricultural sector amounts to only 3.2 per cent in Slovakia, 6.4 per cent in Bulgaria, and 12.6 per cent in Poland (EU-27 average: 5 per cent). In Slovakia, the relevance of industry (manufacturing and construction) is highest (37.5 per cent) (LFS data).

According to Eurostat, foreign-born persons are more present than native-born in certain sectors, depending on their gender. Male migrants, for instance, are 1.4 times more likely to work in construction than the native male population. Whereas more than 10 per cent of employed foreign-born women work in household services, only one per cent of native females do so. Generally, migrants are more likely than the native population to work in the food and accommodation service sector (European Commision, 2011a). Beneficiaries of international protection in the region can be expected to follow the same trend.

While skilled non-manual labour (i.e. legislators, senior officials, managers, professionals, technicians, and associate professionals) is, on average, the largest occupational group in the EU, skilled manual labour is relatively more important in the four countries under consideration. In 2012, Romania (49.5 per cent) recorded the highest proportion of skilled manual workers followed by Poland (36.9 per cent) in the EU (LFS data). In these countries, beneficiaries of international protection performing manual work may benefit from the relatively large non-manual labour sector. On the other hand, they may also face stronger competition to enter the labour market in these countries.

IET analysis on employment – key issues

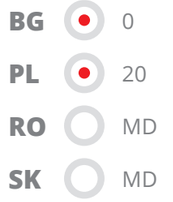
Starting point: asylum-seekers in employment

Access to the labour market for asylum-seekers increases integration prospects

UNHCR considers that reception policies are more effective if they are guided by the potential longer-term outcomes of the process, including the integration of those persons who are ultimately recognized to be in need of international protection. **Access to employment during the asylum process** is therefore, **crucial for the future socio-economic integration** of beneficiaries of international protection and allows them to become self-sufficient as soon as possible. At the same time, it is also in the state's interest in order to **reduce dependence on state benefits.** Gaining an income and pursuing livelihoods is not only important for beneficiaries of international protection to have access to decent housing and other services, but also for them to be able to apply for permanent residence in the future. In addition – and very importantly – access to employment helps to **restore the dignity and independence** of asylum-seekers and beneficiaries of international protection. Lack of access to the formal labour market, on the other hand, often forces asylum-seekers to take on irregular employment to make a living and increases the risk of exploitation with detrimental consequences for their well-being and future integration.

A difficult starting point: few asylum-seekers can access (legal) employment

Asylum-seekers in legal employment:



Information on the employment rate of asylum-seekers is either very low or not available in the four countries under review. None of these have statistics on the exact number of asylum-seekers who are working legally. In Slovakia, the Migration Office registered 12 asylum-seekers eligible to access employment in 2012 (having been in the asylum procedure for more than one year), but the number is supposed to be higher. Notwithstanding this, neither the Migration Office nor NGOs know how many asylum-seekers are in legal employment.[45]

The **right to work is often only granted after a certain period of time within the asylum process** (12 months in Bulgaria, Romania and Slovakia, and six months in Poland) and only for asylum-seekers in the first asylum procedure (in Romania and Poland).[46] According to the IET experts, most of the **asylum-seekers in all four**

43 In 2012, between 0.7 per cent in Romania and 2 per cent in Slovakia as a percentage change over the previous year (EU average: -0.4 per cent), see for instance the Eurostat data available at http://epp.eurostat.ec.europa.eu/portal/page/portal/national_accounts/data/main_tables

44 An overview of the LFS data cited in this subsection is available online at: http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Labour_market_and_labour_force_statistics

45 Similarly, in Romania in 2012 7 per cent of asylum-seekers had been in the asylum procedure for more than a year and received counselling regarding their rights to access the labour market.

46 In Romania, asylum-seekers have the legal right to work after 12 months have elapsed following their application for asylum during the first

Satisfaction with job-skill match:

BG 20
PL 20
RO MD
SK 20

Satisfaction that salary meets basic needs:

BG 20
PL 40
RO MD
SK 60

countries work, if at all, without a legal contract exposing them to the risk of exploitation.

Many asylum-seekers (in an irregular employment situation) end up in lowly-qualified jobs such as cleaning services, seasonal work in agriculture, or on construction sites. All of the interviewed asylum-seekers in Bulgaria, Poland and Slovakia complain about the long waiting periods to obtain the permission or a certificate to work. If they receive such authorization, many indicate facing **obstacles to access the labour market due to a lack of job opportunities or discrimination.** All have career plans but they mostly have to accept the first job offer (usually some kind of manual work) in order to make a living. Consequently, only a few think that their job matches their skills and qualifications. Nevertheless, some of the interviewed asylum-seekers in Poland and most of them in Slovakia report being satisfied that their salary meets their basic needs.

Immediate legal access to employment and self-employment

Equal rights claimed in legislation but obstacles in practice

Once beneficiaries of international protection are recognized as such, they legally have the **right to equal treatment in employment** as nationals (with the exception of beneficiaries of subsidiary protection in Bulgaria).

Legal access to employment:

BG 75
PL 100
RO 100
SK 100

Equal access for beneficiaries of subsidiary protection is new in Slovakia. An amendment to Slovak legislation effective March 2013 entitles beneficiaries of subsidiary protection to equal access to the labour market as nationals. Moreover, they are now considered disadvantaged job-seekers similar to recognized refugees.[47] Consequently, beneficiaries of international protection do not need a work permit to access the Slovak labour market. The situation of previously settled beneficiaries of subsidiary protection, however, remains adversely affected by the formerly existing legal obstacles that left them without access to work.

Additional **structural obstacles remain that effectively hamper beneficiaries of international protection in taking up employment.** The expert assessments and focus group interviews in the scope of the IET project reveal, for instance, that obligatory healthcare insurance requirements constitute an obstacle for beneficiaries of subsidiary protection in Slovakia. Due to their temporary residence status, it is not possible for beneficiaries of subsidiary protection to apply for healthcare insurance when they take up work on a temporary contract.[48] In turn, this is a prerequisite for employees to obtain a legal contract. Language and cultural barriers as well as limited awareness about the rights and obligations of beneficiaries of international protection (both on the part of employers and service providers and on the part of beneficiaries of international protection themselves) are mentioned as obstacles in Poland. In addition, the IET experts' comments on the indicators suggest that beneficiaries of international protection face discrimination from employers when trying to access the labour market. This relates to discrimination on the basis of ethnicity and nationality as well as limited knowledge about the legal status of beneficiaries of international protection and their rights so that employers remain reluctant to hire beneficiaries of international protection. In a nutshell, beneficiaries of international protection encounter serious obstacles to effectively make use of their right to equal treatment in employment.

procedure. However, if they are rejected during the time that they are waiting for their status to be granted, they can then no longer work. If they apply for the second procedure during the appellate process they can legally work only after another 12 months have elapsed.

47 See para. 8, letter f) Act no. 5/2004 Coll. on employment services and on the amendment of certain acts.

48 There is no problem with part-time or full-time work contracts – in that case, they should apply for healthcare insurance. The IET experts highlighted that there is also a discrepancy between the Act on Asylum (Act no. 480/2002 Coll. on Asylum and the Amendment of Some Acts) and the Act on Health Insurance (Act no. 580/2004 Z.z on Healthcare Insurance and the Amendment of Some Acts). Section 27b of the Act on Asylum stipulates that "an alien who was granted subsidiary protection is obliged to… d) return to the Ministry the document enabling him/her to provision of health care immediately after the employment begins". This implies that if a beneficiary of subsidiary protection starts working (regardless of the type of work contract) his healthcare insurance, which is paid by the Migration Office for as long as he/she does not work, is terminated. However, in case they receive a temporary work contract, they cannot apply for health insurance.

Targeted employment support services

Job-seeking counselling and positive action

Counselling and services do not specifically target beneficiaries of international protection

Counselling and positive action:

BG 50
PL 50
RO 100
SK 100

Beneficiaries of international protection are in a disadvantaged labour market position (see above). Therefore, targeted counselling and support to access, or to complement mainstream employment services, needs to be provided by the host state in order to enable labour market access and thus facilitate their socio-economic integration. Due to their specific situation and the special needs that arise from language and cultural differences as well as from their – sometimes traumatic – experiences of flight and persecution, **beneficiaries of international protection often need additional or specialized support to be able to establish a new life and become self-sufficient.**

In all four countries under consideration, beneficiaries of international protection have legal access to mainstream services, but **targeted support and positive action are the exception rather than the rule** or relatively limited in their scope. Only **Slovakia specifically recognises refugees as disadvantaged job-seekers in employment legislation,** entitling them to targeted employment services in addition to mainstream support. This includes active labour market measures such as education and training to facilitate labour market integration (support with finding a job, social and work counselling, and free vocational trainings), a contribution for self-employment, and an activation programme (including small municipal work, voluntary work or a sheltered workplace). In **Romania**, assistance is available through **ERF-funded activities.**

In **Bulgaria**, targeted support is only available in the form of **one specialized member of staff** funded through the National Programme for the Integration of Refugees. This person provides counselling and assists beneficiaries of international protection with document submission and labour office registration.

In Poland, beneficiaries of international protection are included in the National Action Plan for Employment (2012-2014), entitling them to targeted employment measures including, for instance, vocational training.

Data on the total annual budget actually spent in the last calendar year on employment services are incomplete (Bulgaria, Slovakia) or not available (Romania). In Poland, PLN 51,100 (approx. EUR 12,200) has been available from EU funds other than the ERF and PLN 3,571,100 (approx. EUR 850,000) from the state budget not related to EU

co-financing. In Slovakia, it is unknown how much of the EUR 831,784.44 allocated under the ERF in 2011 (and EUR 256,171.02 of state co-financing) was budgeted for employment measures.

In the absence of well-established state support structures, several different humanitarian **NGOs step in to provide specialized assistance and counselling** in all four countries **through ERF-funded projects.** However, this type of intermittent project-based approach might not be sufficient because it constitutes a relatively ad-hoc and short-term arrangement. Due to changing priorities and target groups, general coverage and sustainability for all beneficiaries of international protection looking for a job can hardly be achieved.

Targeted support for entrepreneurs

Self-employment as an important way to access the labour market

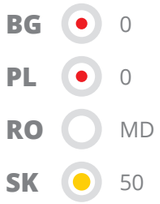
Compared to the EU average (15.2 per cent), self-employment is particularly prevalent in Poland (18.9 per cent) and Romania (20.1 per cent) (LFS data).[49] In Poland, the highest share of self-employed work in agriculture (43 per cent) and market services (34.3 per cent), while 71 per cent of all self-employed in Romania work in the agricultural sector.

In fact, self-employment rates of non-EU born citizens are generally higher than those of the corresponding group of the total population in those Central and Eastern European countries for which data are available (European Commission, 2011b). Hence, self-employment turns out to be an important way to access the labour market for immigrants and might generally also be considered as such for beneficiaries of international protection.

The limited targeted support hampers the path of beneficiaries of international protection to self-employment

Setting up a business is generally more difficult for beneficiaries of international protection than for natives.[50] For instance, beneficiaries of international protection often do not meet the criteria to receive a loan set by commercial banks. Other financing options such as grants and micro-credits or alternative income support for beneficiaries of international protection should therefore be considered. In addition, assistance with the preparation of a business plan including information about the country's market, taxation and the regulatory framework is crucial for beneficiaries of international protection to be able to navigate through the respective labour market system and its rules and requirements.

Targeted support for entrepreneurs:



However, **specific support for entrepreneurs who are beneficiaries of international protection is rare in the four countries.** Whereas no targeted support is available in Bulgaria and Poland, Slovakia only provides financial support. Data on targeted support for beneficiaries of international protection entrepreneurs in Romania are missing.

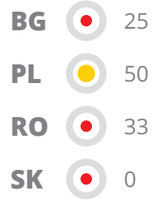
Legally, beneficiaries of international protection have the same access to self-employment as nationals, but they encounter more obstacles in practice. In Slovakia, for instance, beneficiaries of international protection are reported to face problems when trying to sign in the business register. Thus, even though one of the support structures for refugees as disadvantaged job-seekers is a financial grant for self-employment, practical obstacles hamper their pursuit of entrepreneurship in Slovakia. Similarly, refugees in Romania are not excluded under the law from accessing loans or from making use of mainstream entrepreneurial assistance. However, their access is hampered because beneficiaries of international protection must present certain documents which are difficult for them to obtain.

49 See, for instance, "Statistics in focus 14/2013" available at http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Labour_market_and_labour_force_statistics

50 Especially in a regional context where starting a business is generally relatively cumbersome (on the World Bank's 'Doing Business' index Poland ranks 116th, Slovakia 108th, Bulgaria 65th and Romania 60th out of 189 countries on the 'starting a business' indicator, see: http://www.doingbusiness.org/rankings).

Access to employment for vulnerable persons receiving international protection

Access for vulnerable persons:

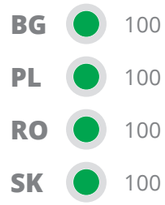


Vulnerable groups among beneficiaries of international protection are rarely identified and treated as special needs groups requiring specialized support. Legislation in Bulgaria and Poland identifies some vulnerable groups, but not specific types of vulnerable groups among beneficiaries of international protection. In Bulgaria, single parents, the elderly, unemployed young people up to the age of 29 and people with disabilities are generally identified as vulnerable groups in the eligibility requirements for mainstream employment services, but targeted support is not specifically adapted for these groups. In Poland, vulnerable beneficiaries of international protection must meet the same criteria as nationals in order to benefit from employment support services. The law identifies "persons with special labour market status", including unemployed youth under 25, the elderly (above 50), long-term unemployed, unemployed without occupational qualification, single parents, and disabled persons. In Romania and Slovakia, vulnerable persons are not explicitly identified. Slovak law generally lists refugees among the group of "disadvantaged job-seekers", but does not identify vulnerable groups among them. In Romania, beneficiaries of international protection are treated the same as nationals, but the National Employment Agency will take all necessary measures to adapt their services to the specific needs of the beneficiaries of integration programmes (Government Ordinance 44/2004).

Recognition of foreign diplomas, certificates and other evidence of formal qualifications

Recognising the skills and qualifications of beneficiaries of international protection means accepting alternative documents or assessment methods

Same recognition procedure as nationals:

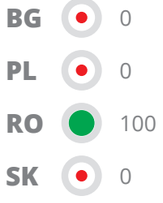


The formal recognition of skills and qualifications acquired abroad is an important prerequisite for finding a good job in the host country. In all four countries under review, **beneficiaries of international protection go through the same procedure as nationals to have non-EU or other qualifications recognized.** Generally, regulated professions require formal recognition of a foreign certificate or diploma in order to apply for the professional rights in accordance with the regulations of a given profession. In the case of non-regulated professions, for instance in Poland, the recognition of foreign qualifications rests with the employer who may require an equivalence assessment or an opinion on the level of education obtained abroad. This may be stated either on the basis of international agreements or (if there is no such an agreement) by means of nostrification.

However, the **nostrification and recognition of professional qualifications are hardly possible in the absence of official documents from the country of origin** that often need to be certified by official state bodies, such as in Bulgaria and Romania. Given the unique experiences of displacement and flight of beneficiaries of international protection, the loss or lack of relevant documentation is common.

Recognition or equivalence assessments in the host country are thus difficult or even impossible.

Support in the recognition procedure:

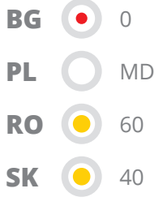


Alternative documents or assessment methods are only accepted in Romania. The Ministry of Education and Research in cooperation with the Ministry of Administration and Interior has developed a special methodology for certifying secondary school studies for beneficiaries of international protection who do not have supporting documents with the aim to facilitate their access to the labour market or the continuation of their studies. Up to now, the small caseload allowed for the individual consideration of applications for recognition. Limited financial assistance that can be used to complete the recognition procedure is also only available in Romania.[51]

In Bulgaria, the Civil Procedure Code stipulates a general procedure for all Bulgarian citizens (also applicable to beneficiaries of international protection) in the case of missing documentation. This only applies to foreign documents if there is evidence that the applicant is unable to obtain the necessary document or its alternative certification from the state bodies of the country of origin. For beneficiaries of international protection, however, it is hardly possible for them to address their respective state body representations given that their displacement from their countries of origin is often related to persecution by those very state authorities.

In Slovakia, new legislation to transpose EU law is underway and expected to open up the possibility of alternative methods for recognition by the end of 2013.

Satisfaction with the recognition of skills and qualifications:



So far, little attention has been paid to the recognition of the skills and qualifications of beneficiaries of international protection. Information is rare about the need and acceptance rate for recognition. No data are available for the last calendar year in Bulgaria, Poland, and Romania.[52] In Slovakia, only four beneficiaries of international protection are known to have applied for recognition and they were all successful.

Beneficiaries of international protection generally report satisfaction with the procedures when documents from their country of origin are available. In these cases, recognition is said to be relatively easy. Students from Somalia reported obstacles (because Somali documents are generally not recognized), as did an Afghan student who reported difficulty in having his previous education recognized for two years due to a missing stamp on the country of origin documentation.

Mainstreaming beneficiaries of international protection in employment

Little awareness among policy-makers about the specific situation of beneficiaries of international protection

In the absence of state-supported targeted services (see above), beneficiaries of international protection have to almost exclusively rely on mainstream services. Mainstreaming the integration of beneficiaries of international protection into employment policy and services gains additional importance in these circumstances. Monitoring of the use of policies and services as well as outcomes for beneficiaries of international protection should reveal whether mainstream support is accessible to beneficiaries of international protection and whether there is a need for targeted assistance in order to complement mainstream services.

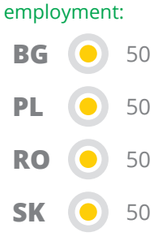
In the countries under review, **awareness of the specific situation of beneficiaries of international protection seems limited** among general policy-makers. Moreover, the concept of mainstreaming beneficiaries of international protection into labour legislation and employment services, and the extent to which countries have mechanisms in place to make mainstreaming effective, is interpreted differently among the IET experts. The IET looks at mainstreaming in terms of three elements or steps: the responsibility for mainstreaming, the recognition of beneficiaries of international protection in labour legislation, and mechanisms to mainstream refugee integration into employment.

Mainstreaming responsibility

Refugee integration during the whole policy cycle in all relevant policy areas

In general, the challenge for governments is to make sure that refugee integration is taken into account in the development, implementation, monitoring and evaluation of policies across all relevant policy areas and portfolios. This task depends crucially on clearly assigned responsibilities, political commitment and leadership from the top.

Responsibility for mainstreaming beneficiaries of international protection in employment:



In the four countries, **senior officials rarely take up the mandate to ensure the mainstreaming** of beneficiaries of international protection in all relevant portfolios. Nonetheless, one or **several units within the ministries of labour are usually mandated to mainstream beneficiaries of international protection into their work.** The Employment Agency is responsible for the inclusion of beneficiaries of international protection in all active employment measures in Bulgaria. In Romania, the Ministry of Interior, the Ministry of Labour and the Ministry of Education share the responsibility for mainstreaming according to the law (Government Ordinance 44/2004). However, there are no appointed officials or mandated units within the Ministries to actively take up this responsibility, leaving a lot to be desired in terms of coordination and effective policy outputs. In Poland, the assignment of the mainstreaming mandate and responsibility is clearer, given that the Ministry of Labour is generally responsible for the integration of beneficiaries of international protection, including integration into the labour market.

Mainstreaming beneficiaries of international protection into labour legislation

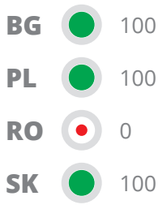
The importance of recognising beneficiaries of international protection as vulnerable or special needs groups in mainstream legislation

Following the principle of non-discrimination, all members of society including beneficiaries of international protection are entitled to equal access to policies and services. Indeed, in all four countries beneficiaries of international protection legally have the same rights as nationals to access the labour market and employment services (see above). Due to their specific circumstances, however, beneficiaries of international protection do not always have the same possibility to effectively make use of these rights. An important step in mainstreaming is therefore to recognise the special needs of beneficiaries of international protection. Otherwise, the notion of equal access risks leaving beneficiaries of international protection in a disadvantaged position.

51 Beneficiaries of international protection can receive a so-called refugee benefit (from the social insurance budget of the Ministry of Labour) for usually six months. Previously, beneficiaries of international protection were required to reimburse the benefits received. This has been changed and since March 2013 the refugee benefits do not have to be reimbursed.

52 In Romania, three persons requested ARCA's assistance with diploma recognition in the period January to June 2013.

Mainstreaming beneficiaries of international protection in labour legislation:



Only the Slovak labour legislation explicitly includes refugees on the list of disadvantaged groups in the labour market. This entitles them to active labour market measures related to education, training, counselling and other assistance. However, it needs to be pointed out that beneficiaries of subsidiary protection have been ignored so far. It is only with the recent amendment (see above) that beneficiaries of subsidiary protection have been included in activities targeting disadvantaged job-seekers.

Bulgarian labour legislation defines some disadvantaged groups, but does not explicitly include beneficiaries of international protection as such. In Poland, beneficiaries of international protection are listed separately as being entitled to use the solutions and instruments proposed in the Act on Employment Promotion and Labour Market Institutions, but they are not recognized as a special needs group. However, beneficiaries of international protection are included in the National Action Plan for Employment as part of the target population. The Action Plan sets priorities regarding the national employment policy and the labour market as well as detailed goals to be achieved in the period 2012-2014.

Mainstreaming mechanism

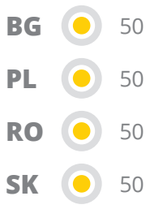
The review and monitoring of legislation, policies and services as indispensable mainstreaming mechanisms

Other important elements of mainstreaming are review and monitoring mechanisms that are necessary to ensure that beneficiaries of international protection have the same legal and practical access to employment as nationals. For instance, continued review of labour legislation and policies is needed to ensure that beneficiaries of international protection are taken into account from the beginning of legislative and political processes through to their respective implementation. Stakeholder consultations can be one fundamental element in such review processes. Associated with this is the importance of monitoring the use of employment policies and services as well as the employment outcomes for beneficiaries of international protection in order to establish the needs for and evaluate the effectiveness of the respective legislation, policies, and services. Data collection and analysis are crucial aspects in this regard.

The IET therefore asks whether the ministry responsible for employment has a mechanism to a) review its legislation and policies to ensure that beneficiaries of international protection have the same access to employment as nationals, and b) monitor the use of employment policies and services and the employment outcomes for beneficiaries of international protection.

Limited mechanisms to make mainstreaming a reality for beneficiaries of international protection

Mainstreaming mechanisms:



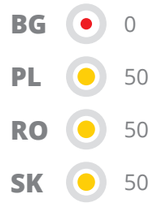
The responsible employment **authorities review legislation in Bulgaria, Poland and Slovakia but generally lack the tools to make mainstreaming a reality for beneficiaries of international protection.** In Poland, the Ministry of Labour and Social Policy is responsible in the consultation process for new legislation to check whether beneficiaries of international protection are included. There is, however, no clear monitoring of the use of employment policies and services. Monitoring in terms of outcomes is carried out within the scope of the National Action Plan for Employment 2012-2014.

No formal review but a 'quasi-mechanism' that also touches on employment-related issues takes place in Romania. The Department for Asylum and Integration of the GII invites responsible stakeholders to a meeting every three months to discuss and evaluate the situation regarding general integration-related matters. However, according to a Romanian IET expert, integration-related ministries only occasionally take part in these meetings.

Involvement of social partners and civil society

Active involvement mostly by specialized NGOs

Involvement of social partners:



Another obstacle to mainstreaming is that the **main social partners and stakeholders in the employment sector** (such as trade unions, employer or employee associations) are **not really involved in or informed about the inclusion of beneficiaries of international protection in the labour market.** It is predominantly small, specialized humanitarian NGOS which try to step in to provide general awareness raising and specific support to beneficiaries of international protection. Capacity-building, training and other employment support services for beneficiaries of international protection are largely provided by these NGOs specialized in the integration of immigrants and beneficiaries of international protection and financed through the ERF. In Romania, UNHCR has also conducted awareness-raising initiatives among employers.

There are hardly any official and formal partnerships between the state and NGOs to review employment legislation and services or to provide staff to assist beneficiaries of international protection to access employment services. Only in Bulgaria does the State Agency work with the Red Cross to provide counselling and services for beneficiaries of international protection. **Nonetheless, cooperation takes place** in reviewing employment legislation and services either within inter-ministerial working groups and roundtable discussions (e.g. in Poland and Slovakia)[53] and/or upon an NGO's own initiative. In Romania, by contrast, the Employment Agency does not have any information about the projects implemented by civil society organizations.

Employment outcomes

Employment rate of beneficiaries of international protection

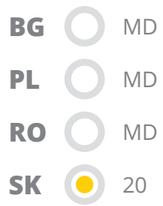
Limited information about beneficiaries of international protection in employment

Employment rates listed separately by citizenship or nationality are generally difficult to obtain in the four countries due to the small sample sizes. So far, knowledge about beneficiaries of international protection has been impossible to obtain through official statistics. In the meantime, administrative and other registered data can offer relevant information. However, gathering data on beneficiaries of international protection in employment is a difficult task in many of the countries under review. The IET experts could only identify some numbers in Bulgaria and Slovakia. In Bulgaria, 39 beneficiaries of international protection are reported to have been legally employed in 2012 (excluding self-employed).[54] In Slovakia, the employment rate for recognized refugees is estimated at about 20 per cent (the Office of Labour, Social Affairs and Family

53 However, the inter-ministerial working group on integration in Poland had not met for several months by the time of the data collection for the IET, i.e. May-June 2013.

54 Twenty-nine refugees and beneficiaries of subsidiary protection have been employed under a permanent work contract, eight under a temporary work contract, and two are in part-time legal employment.

Employment rate of beneficiaries of international protection:

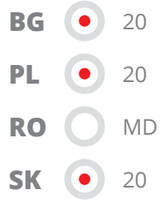


registered 79 employed recognized refugees in 2012).[55] As the amendment to the Act on Employment Services now includes beneficiaries of subsidiary protection, statistical information about this group should be available in the future.

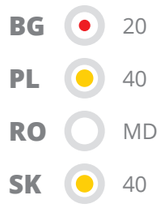
Satisfaction with the employment situation

The focus group interviews suggest limited overall satisfaction

Satisfaction with job-skill match:



Satisfaction that salary meets basic needs:



The IET project's few focus groups and expert assessments suggest limited success and satisfaction with the job-skill match and the general employment situation. **Most interviewed beneficiaries of international protection in all four countries were not or only partially satisfied.** In Bulgaria, none of the recognized refugees and only a few beneficiaries of subsidiary protection and reunited working-age family members are satisfied with their job-skill match and salary. A few beneficiaries of international protection in Poland report satisfaction that their job matched their skills and some that their salary met their basic needs. However, refugees' skills are reported to be relatively low and job opportunities are quite limited in Poland. High expectations concerning work possibilities and the level of salaries on the part of beneficiaries of international protection contribute to the fact that their satisfaction with their employment situation is limited.

During counselling sessions provided by the Romanian Forum for Refugees and Migrants (ARCA), refugees reported problems with securing legal employment and some of them declared that they had even paid an employer to conclude a legal contract. As a condition for permanent residency, refugees need to hold a workplace and show proof of subsistence for at least three years. Therefore, most refugees who are interested in accessing citizenship even pay from their own pocket in order to secure the proof of a legal work contract.

Beneficiaries of international protection in Bulgaria and Slovakia mentioned that, although they were not satisfied with their salaries, they were happy to simply have a job. This reflects a general obstacle in the region – job opportunities are scarce for beneficiaries of international protection who face additional problems in entering the labour market.

Continued monitoring of the employment situation of beneficiaries of international protection in the four countries is necessary in order to properly evaluate the information about the need for and the outcomes of employment and employment services for this group.

55 The experts report difficulties in calculating percentages due to limited information about how many beneficiaries of international protection remain in Slovakia. In addition, data broken down according to self-employment, part-time, temporary or permanent contracts are not available in Slovakia.

Conclusion

The analysis of the IET employment indicators suggests that beneficiaries of international protection generally have the same legal rights as nationals to access employment and employment services. Having access to employment is crucial for beneficiaries of international protection to establish a new life and prevents them from falling into destitution, dependency, and isolation. In general, the main obstacle to accessing the labour market for beneficiaries of international protection does not seem to be the legal framework, but rather the limited awareness of their rights and needs. Indeed, the IET indicators reveal that beneficiaries of international protection in all four countries face procedural and practical obstacles to effectively make use of their rights, leaving them in a disadvantaged position compared to the native population.

Beneficiaries of international protection already find themselves in a difficult starting position. During the refugee status determination procedure access to the labour market is granted only after 12 months in Bulgaria, Romania, and Slovakia (six months in Poland). The long waiting periods and limited job opportunities push many asylum-seekers into irregular employment, exposing them to the risk of exploitation.

Once recognized, beneficiaries of international protection only receive limited targeted support. In three out of the four countries refugees and beneficiaries of subsidiary protection are not explicitly recognized as vulnerable or special needs groups. Only the Slovak labour legislation lists refugees as disadvantaged job-seekers, entitling them to special support and positive action measures.

The awareness of the specific situation of beneficiaries of international protection seems quite limited among general policy-makers. Responsible authorities in all four countries generally lack the mechanisms to make mainstreaming a reality for beneficiaries of international protection. In the absence of explicit mechanisms to review legislation and policies to ensure that beneficiaries of international protection have the same access to employment as nationals as well as mechanisms to monitor the use of employment policies and services and the employment outcomes of beneficiaries of international protection, it is difficult to assess whether they can enjoy mainstream support and/or whether targeted support is needed to access or complement these services.

The main social partners in the employment sector are also not involved in refugee integration. Counselling and assistance is provided by some specialized humanitarian NGOs and funded through the ERF.

The official recognition of skills and qualifications is reported to be problematic in the case of incomplete or non-available documentation in all four countries. Alternative methods for assessment as well as limited financial support only exist in Romania. In Slovakia, new legislation to transpose EU law is underway and expected to open up the possibility of alternative recognition methods by the end of 2013.

Overall, the focus group interviews with beneficiaries of international protection suggest their limited satisfaction with the job-skill match and their overall employment situation. Nonetheless, refugees and beneficiaries of subsidiary protection report being happy to simply have a job.

III.3 Lifelong learning for beneficiaries of international protection in Bulgaria, Poland, Romania, and Slovakia

Introduction

Lifelong learning enhances employability and eventually integration

Lifelong learning through vocational training and other employment-related education refers, inter alia, to the acquisition of new skills in order to enhance employability. Lifelong learning for beneficiaries of international protection is therefore intrinsically linked to the strengthening of employment opportunities and thus integration into the labour market and ultimately into the host society. It is often the way for asylum-seekers and refugees to update or transfer their skills and become familiar with the language and work environment in the host country. Lifelong learning also has great potential to empower beneficiaries of international protection to actively take on responsibility for their integration themselves.

The social dimension of lifelong learning is recognized in EU policy

The importance of lifelong learning for beneficiaries of international protection draws on the CBPs 3 and 5 stating that *"employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible"* (CBP 3) and that *"efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society"* (CBP 5). Lifelong learning therefore enhances active and social inclusion as well as personal development, but also competitiveness and employability (European Commission, 2006). The Council Conclusions of 11 May 2010 on the social dimension of education and training (2012/C 135/02) thus reaffirmed that *"expanding access to adult education can create new possibilities for active inclusion and enhanced social participation, especially for the low-skilled, the unemployed, adults with special needs, the elderly, and migrants. With specific regard to the latter, learning the host country language or languages plays an important role in promoting social integration, as well as improving basic skills and employability"* (Council of the European Union, 2010, p. p. 5).

The European Agenda for Adult Learning underlines the importance of lifelong learning

Reflecting the importance of lifelong learning, the European Union introduced a renewed European Agenda for Adult Learning in 2011, defining five priorities for adult learning in Europe for 2012-14: 1) making lifelong learning and mobility a reality; 2) improving the quality and efficiency of education and training; 3) promoting equity, social cohesion and active citizenship through adult learning; 4) enhancing the creativity and innovation of adults and their learning environments; and 5) improving the knowledge base on adult learning and monitoring the adult learning sector.

Call for support programmes tailored to the needs of beneficiaries of international protection

EU initiatives are also committed to reach out to specific target groups that might be at a higher risk of social exclusion.[56] Support programmes that are tailored specifically to the needs of beneficiaries of international protection gain particular significance in this context. Various projects have examined vocational and educational training (VET) for refugees in Europe, coming up with corresponding recommendations. For instance, the EduAsyl project[57] identified, inter alia, target-group-specific local support programmes and different forms of cooperation between actors in the labour market. It also defined monitoring concepts to be able to evaluate and address the educational needs of refugees as essential to facilitate access to education and employment.

IET's dimension on lifelong learning

This thematic analysis uses the data gathered within the IET to assess lifelong learning policies and practices for beneficiaries of international protection in Bulgaria, Poland, Romania and Slovakia. The tool's dimension for lifelong learning comprises 14 different indicators, including legal, policy, financial, and outcome indicators. After a short overview of the general situation of lifelong learning in the EU and the four countries, the analysis focuses on key issues concerning legal and practical access to vocational training and other employment-related trainings for beneficiaries of international protection, mainstreaming policies and measures as well as outcomes for beneficiaries of international protection.

EU and regional context of lifelong learning

Lifelong learning is required to maintain and develop skills, to adapt to changes in the labour market, for career advancement or reintegration into the labour market. Against this background, the strategic framework for European cooperation in education and training[58] has set several benchmarks to be achieved by 2020. One of the aims is that an average of at least 15 per cent of adults (age group 25-64) should participate in lifelong learning. This benchmark, however, seems far from being reached. In 2011, the EU average of adults participating in education and training was 8.9 per cent (Eurostat, based on labour force survey data).[59] Bulgaria (1.2 per cent), Poland (4.5 per cent), Romania (1.6 per cent) and Slovakia (3.9 per cent) still had considerably lower participation rates (Eurostat, online data code: trng_lfs_01).

The most important reason for participation in education and training is to do a better job and improve one's career prospects. In Slovakia, an obligation to participate is also reported as being important. Among the obstacles that prevent access to education, high financial costs are the most commonly mentioned factor in the four countries. In Bulgaria (56.6 per cent), Poland (61.3 per cent) and Romania (64.1 per cent), the courses are reported to be too expensive and people cannot afford to participate in them. In Slovakia, 56 per cent of respondents perceive that they do not have the prerequisites to participate (and 40 per cent that it is too expensive) (Eurostat, online data code: trng_aes_142).

Employers are the most common providers of non-formal education and training activities[60] in Bulgaria (68.8 per cent). In Poland, almost half of the activities are provided

56 See: http://ec.europa.eu/education/adult/agenda_en.htm

57 Integration of Refugees into the European education and labour market: Requirements for a target group-oriented approach. See: http://www.haw-hamburg.de/fileadmin/user_upload/WS-SozA/Department_Soziale_Arbeit/Unser_Department/Projekte/EduAsyl/EduAsyl_Recommendations_on_the_European_level.pdf

58 See http://ec.europa.eu/education/lifelong-learning-policy/policy-framework_en.htm

59 The Nordic countries perform best and reach participation rates above or close to 25 per cent, see: http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Lifelong_learning_statistics

60 The European Commission defines non-formal training as "learning that takes place through planned activities (in terms of learning objectives, learning time) where some form of learning support is present (e.g. student-teacher relationships). It may cover programmes to impart work-skills, adult literacy and basic education for early school leavers. Very common cases of non-formal learning include in-company training, through which companies update and improve the skills of their workers such as ICT skills, structured online learning (e.g. by making use of open educational resources), and courses organized by civil society organizations for their members, their target group or the general public" (COM(2012) 485 final).

by non-formal education and training institutions. Nearly one-third of education and training activities in Romania are provided by employers and non-formal education and training institutions. In Slovakia, employers implement 40 per cent and non-formal education and training institutions 28.2 per cent of the activities (Eurostat, online data code: trng_aes_170).

According to the Education and Training Monitor (European Commission, 2012), the foreign-born population is more involved in education and training activities than the native population in some EU Member States (for which data are available). This might be explained partly by the targeted learning activities, including language courses, but it also points to higher unemployment among the foreign-born population and the arising need to participate in labour market integration activities.

In Bulgaria, Poland, Romania, and Slovakia, information on the foreign-born population is not available. This general data gap makes it more difficult to capture the lifelong learning situation of beneficiaries of international protection in these countries.

IET analysis on lifelong learning – key issues

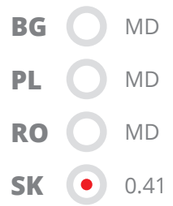
Starting point: adult asylum-seekers in vocational training

The importance of training for future integration prospects

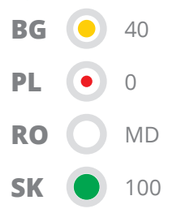
The provision of **vocational training or other employment-related education during the reception phase has a positive impact on long-term refugee integration** and improves the chances of beneficiaries of international protection to access the host country's labour market. The development of skills and knowledge is equally useful in the case of settlement in the host country, reintegration into the country of origin or resettlement in a third country. Vocational training and other lifelong learning possibilities are also an important way for asylum-seekers to regain self-confidence, preparing them for a self-sufficient life in the future.

Low numbers and limited satisfaction with vocational training for asylum-seekers

Percentage of asylum-seekers in vocational training:



Satisfaction that vocational training improved skills:



The **numbers of adult asylum-seekers in vocational training are relatively limited (or unknown) in the four countries** under review. In Bulgaria, 22 asylum-seekers were reportedly enrolled in vocational training in the last calendar year and 12 had completed it. In Slovakia, only three asylum-seekers (out of 732 asylum applicants) attended vocational training with two of them having completed it. In Poland, asylum–seekers do not have access to mainstream vocational training. In principle, they can ask for job counselling or assistance in searching for a job. Additional trainings provided by NGOs are not monitored. Whereas the focus group interviews conducted within the scope of the IET project suggest that a few asylum-seekers were able to participate in vocational training, their number is unknown. No information about adult asylum-seekers in vocational training is available in Romania.

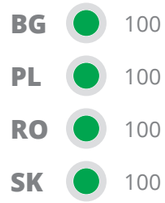
The focus group interviews also suggest limited (Bulgaria) or no (Poland) satisfaction with the vocational training provided during the asylum procedure. No data are available for Romania. Although in Slovakia the two previously mentioned persons able to complete vocational training were satisfied that it had improved their skills, it did not help them to find a stable job. This already emphasizes the fact that the available **trainings do often not match the requirements of labour markets** (also see below). Focus group interviews with social workers in reception centres in Slovakia further reveal that the most problematic issue is not only to finance, but also to find a provider for vocational trainings. The reception centres are usually located in remote and relatively poor areas, rendering the provision of services more difficult.

Legal and practical access to vocational training and employment-related education for beneficiaries of international protection

Few legal obstacles, but several practical barriers

There are hardly any legal obstacles to access vocational training and other employment-related education within the legislation in the four countries. **Beneficiaries of international protection legally have equal access to general vocational training.**

Access to vocational training:



However, differences and obstacles arise in practice. In all four countries, **beneficiaries of international protection seem to be disproportionately affected by the general requirements to access vocational training.** In Slovakia and Bulgaria, for instance, beneficiaries of international protection are reported to face difficulties in fulfilling the necessary conditions, **especially with respect to documentation certifying their education from the country of origin.** Due to their specific circumstances and experiences of persecution and flight, beneficiaries of international protection often face problems in obtaining the necessary documents or legalization and recognition thereof. For beneficiaries of international protection to access mainstream vocational training and other employment-related education it might thus be necessary to adapt the conditions.

The need to recognise the special circumstances of beneficiaries of international protection also applies to language requirements for vocational training. Language obstacles were reported, for example, in Poland and in Slovakia where language proficiency constitutes a condition to receive financial support for vocational training. Knowledge of a certain level of the national language is certainly necessary but effectively hampers beneficiaries of international protection in accessing and attending mainstream trainings. **Vocational training should therefore be adapted to the needs of beneficiaries of international protection and include training in sector-specific vocabulary that matches job market requirements.**

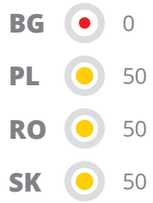
Mainstreaming refugee integration into lifelong learning legislation, policies and services

A lot still to be done for the effective mainstreaming of beneficiaries of international protection into lifelong learning

Mainstreaming refugee integration into all relevant policy portfolios and levels of government and public services is important in order to raise awareness about the situation and specific needs of beneficiaries of international protection. Mainstreaming helps to assess whether and where beneficiaries of international protection encounter obstacles in accessing general vocational training and other employment-related education. Consequently, an assessment can be made regarding whether and where targeted support is needed.

Mainstreaming responsibility

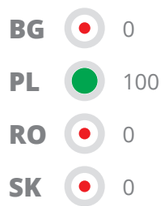
Mainstreaming responsibility:



Including beneficiaries of international protection into the development, implementation, monitoring and evaluation of general policies depends on clearly assigned responsibilities and leadership from the top political level. However, such commitment can rarely be observed in the four countries under consideration. In some instances, the IET experts even had **difficulties identifying who the responsible authorities are for mainstreaming** the integration of beneficiaries of international protection into lifelong learning and employment-related education. Responsible ministries should be the ministries of education (Bulgaria, Romania, and Slovakia) or labour (Poland) and their affiliated agencies, but they are not explicitly required by law to incorporate refugees in their work.

Mainstreaming beneficiaries of international protection into lifelong learning legislation

Mainstreaming in lifelong learning legislation:



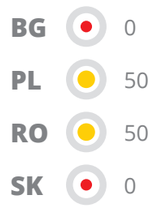
An important step in mainstreaming beneficiaries of international protection into general lifelong learning legislation is their recognition as a vulnerable or special needs group in mainstream legislation. **However, none of the countries specifically identifies beneficiaries of international protection in their legislation on education and lifelong learning.** Nevertheless, with regard to vocational training, explicit reference is made to beneficiaries of international protection within the scope of the Polish National Action Plan on Employment – a policy document setting the priorities regarding the national employment policy and the labour market as well as detailed goals to be achieved in the period 2012-2014. One of the objectives of the activities targeting beneficiaries of international protection is to provide support in accessing the Polish labour market through vocational training. In Slovakia, beneficiaries of international protection are included in the list of disadvantaged job-seekers in employment legislation, entitling them to positive action measures including vocational training.

Mainstreaming mechanisms

Review and monitoring to ensure equal access and identify needs for targeted support

In order to ensure that beneficiaries of international protection effectively have the same access to lifelong learning as nationals, a review of legislation and policies is needed. This starts in the development phase of new legislation and policies and continues throughout their implementation. Authorities may, for instance, consult stakeholders involved in lifelong learning in order to ensure that beneficiaries of international protection are taken into account at any stage. The continued monitoring of beneficiaries of international protection in lifelong learning can support and complement the review process. Through the gathering of information, experiences and data, gaps between expectations and realities can be identified, pointing out the needs for and possibilities of targeted intervention.

Mainstreaming mechanisms:

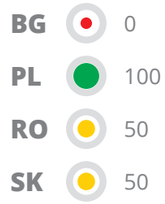


None of the four countries has truly effective mechanisms to turn mainstreaming into a reality for the lifelong learning of beneficiaries of international protection. The Department of European Affairs and Lifelong Learning within the Ministry of Education and Sport in Slovakia, for instance, has no experience with beneficiaries of international protection as a target group. In Bulgaria, no explicit mechanisms could be identified. In Poland, the Department of Social Assistance and Integration from the Ministry of Labour and Social Policy is involved in the consultation process for developing new legislation and is responsible for guaranteeing that beneficiaries of international protection are taken into consideration. Similar to employment legislation and policies, there is a very limited review mechanism in place. In Romania, the National Education Law under the supervision of the Ministry of Education provides mechanisms to monitor, control, and evaluate (directly or through authorized agencies) lifelong learning providers, and services. However, there is no specific information about the situation of beneficiaries of international protection.

Involvement of social partners and civil society

Small communities involved in lifelong learning and refugee integration

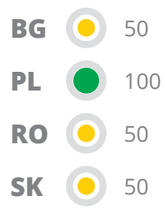
Involvement of social partners and civil society:



Generally, the main social partners and stakeholders concerning lifelong learning are not specifically involved in refugee integration. With the exception of Poland, none of them has explicitly included beneficiaries of international protection in their mission statement and activities or provided counselling and capacity building to improve how lifelong services are delivered to beneficiaries of international protection. **Vocational training and counselling is almost exclusively provided by specialized humanitarian NGOs** active in the field of integration of beneficiaries of international protection. ERF funding enables these NGOs to provide some support and staff for vocational training through ad hoc projects. Due to changing priorities, the sustainability of this approach is questionable. Moreover, trainings provided by humanitarian NGOs might not always be officially recognized and targeted to the needs of the labour market.

Given that NGOs often do not have the capacity and/or accreditation to provide vocational training, they often offer assistance and financial support to access mainstream services. In Romania, for example, the Jesuit Refugee Service (JRS) is implementing an ERF-financed project whereby they offer Romanian language courses and financial assistance to enrol in vocational training. The Slovak Humanitarian Council and ETP Slovakia,[61] in contrast, implemented an integration project including lifelong learning support. In 2012, the amount per training was set at 150 EUR per participant and came from ERF- and state co-financing. It should be noted that **data on the budget for the vocational training for beneficiaries of international protection are only available in Slovakia.** Information gaps exist in Bulgaria (incomplete information), Poland, and Romania (no data available).

Partnership with an NGO specialized in refugees and integration:



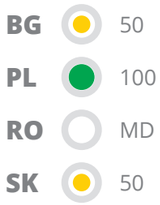
Partnerships between the state and a specialized NGO to review lifelong learning legislation and policies or to provide staff to assist beneficiaries of international protection to access lifelong learning services are mostly not official. **Cooperation takes place between different stakeholders involved.** In Bulgaria, for instance, the

61 ETP Slovakia is a non-profit consulting and training organization that was established as a direct continuer of Environmental Training Project for Central and Eastern Europe.

SAR works in partnership with the Bulgarian Red Cross to provide consultations for the translation and legalization of education certificates and professional training diplomas, orientation regarding lifelong learning opportunities as well as assistance with formalities when applying for lifelong learning opportunities.

State-supported training

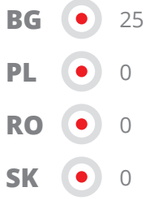
Period of state-supported training:



The period of state-supported training, if available, varies considerably among the four countries. While the training in Bulgaria may comprise three to 11 hours per week, the training should not be less than 25 hours a week in Poland. In Slovakia, the scope of the training is suggested to include about 500 hours (amounting to almost 10 hours per week). In the past, however, refugees did not use this kind of state support but had to rely on ERF-funded projects implemented by NGOs. In Romania, no relevant information is available through the IET.

Access for vulnerable persons

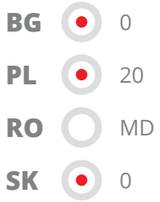
Access for vulnerable persons:



Vocational training programmes for beneficiaries of international protection can be seen as an instrument to prepare them to attend mainstream services. However, for vulnerable groups among beneficiaries of international protection specialized targeted support is preferable. **Unaccompanied children, single parents, (single or pregnant) women, the elderly, and victims of torture, rape or other forms of trauma should be identified as particular vulnerable groups** and training and education should be adapted to their needs.

In the four countries, vocational training and other employment-related education providers are not obliged to take the specific situation of vulnerable persons receiving international protection into account. Bulgarian legislation identifies single parents, the elderly as well as unemployed young people up to the age of 29 and people with disabilities as vulnerable groups in eligibility for mainstream services. However, support is not specifically adapted to these groups, nor do they specifically refer to vulnerable groups among beneficiaries of international protection.

Participation in special needs training:



Indeed, in the last calendar year **no beneficiaries of international protection with specific vulnerabilities received special needs vocational training** in Bulgaria, Romania, and Slovakia, and only a few could be identified within the scope of the IET focus groups in Poland.

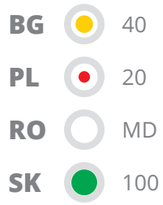
Outcomes of lifelong learning for beneficiaries of international protection

Limited knowledge about beneficiaries of international protection in vocational training makes evaluation difficult

Information about participation in vocational and other employment-related trainings as well as learning outcomes for beneficiaries of international protection is relatively scarce in the four countries. The percentage of beneficiaries of international protection who were enrolled in, or have completed mainstream or targeted vocational training, is only available in Romania, and amounts to 63 per cent. According to the Integration Centre records in Bulgaria, 37 beneficiaries of international protection were enrolled in targeted trainings and 16 beneficiaries of international protection have completed

targeted trainings. In Slovakia, 22 beneficiaries of international protection enrolled in and completed targeted vocational training. No information is available in Poland.

Satisfaction with vocational training:



The focus group interviews conducted with beneficiaries of international protection showed that **only a few beneficiaries of international protection who were enrolled in, or have completed vocational training or other related education, were satisfied that it improved their skills** in Bulgaria and Poland. In Slovakia, although all of the four interviewed beneficiaries of international protection mentioned that vocational training had improved their skills, only one had found a job as a result of the training. In one case, the government had changed the conditions for exercising the profession so that the vocational training no longer fulfilled the requirements needed in the labour market.

The mismatch between trainings and labour market demand is a general concern raised by both experts and beneficiaries of international protection within the scope of the IET project. According to their assessment, **projects and trainings provided by the state and/or NGOs often focus on the development of skills that do not necessarily meet labour market requirements.** In Romania, for instance, NGOs facilitate access to three-day cooking or computer literacy courses that deliver diplomas without formal recognition. The NGOs are usually unable to provide officially recognized vocational training courses.

Against this background, the existing projects and trainings for beneficiaries of international protection should be the subject of a thorough evaluation that includes in-depth interviews with training providers, beneficiaries of international protection and labour market experts in order to identify needs, strengths and weaknesses and, subsequently, to further develop them.

Conclusion

Vocational trainings and other employment-related education are tools to help beneficiaries of international protection gain access to employment which is, in turn, a key element for integration. The data gathered within the scope of the IET suggest that they are legally entitled to the same access to vocational training as nationals in the four countries. However, beneficiaries of international protection encounter additional obstacles in accessing and participating in mainstream trainings, especially if they are only provided in the national language or if official recognition of prior learning is required.

The special situation and needs of beneficiaries of international protection are rarely taken into account. None of the four countries explicitly recognises beneficiaries of international protection as a special needs group in their legislation related to lifelong learning. There are no services specifically adapted to the needs of vulnerable persons among beneficiaries of international protection.

Awareness about the specific situation of beneficiaries of international protection is limited among general policy makers. Levers to ensure that beneficiaries of international protection have equal access to vocational training and to make mainstreaming a reality for their lifelong learning are scarce. No clear focal points are taking up the

responsibility to make sure that issues of refugee integration are taken into account in the development, implementation, monitoring and evaluation of general policies and services.

Moreover, the cooperation between stakeholders in the area of lifelong learning is not officially institutionalized. Social partners are not involved or informed about refugee integration. In turn, responsible ministries are not always aware of lifelong learning activities targeted at beneficiaries of international protection on the part of civil society. NGOs provide counselling, assistance and trainings through ERF-funded projects, but they generally do not have the capacity or accreditation to provide officially recognized vocational training programmes.

The fact that trainings and actual labour market needs do not match might be one reason that explains the limited satisfaction among the interviewed beneficiaries of international protection and the low effectiveness of the training programmes in terms of employment. The involvement of social partners and employers is crucial in this regard in order to develop and provide trainings. This will enable the acquisition of skills that are needed in the job market. Similarly, flexible language courses that correspond to labour market needs should be an important element of vocational training and education for beneficiaries of international protection.

III.4 Equal access and quality of housing for beneficiaries of international protection in Bulgaria, Poland, Romania, and Slovakia

Introduction

Access to housing as a critical foundation for integration

Access to decent housing is a fundamental right and an important prerequisite for socio-economic inclusion. The living environment and housing conditions are interlinked with other spheres of life such as education, health and employment and therefore have a considerable impact on a person's well-being and ultimately on integration. Persons with international protection must first fulfil this right in order to have the possibility to seek employment, restore family relationships and establish links with wider society.

Access to adequate housing is a right recognized in international and EU conventions

The international community refers to the right to adequate housing in the International Covenant on Economic, Social and Cultural Rights.[62] At the regional level, Article 31 of the Revised European Social Charter of 1996 includes a special provision concerning the right to housing. The Charter of Fundamental Rights of the EU[63] recognises "the right to social and housing assistance so as to ensure a decent existence for all those who lack sufficient resources, in accordance with the rules laid down by Union law and national laws and practices" (Art. 34.3).

Concerning third-country nationals, the CBPs outline that *"access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration"* (CPB 6). Moreover, *"frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens"* (CPB 7).

Refugees' right to housing afforded by the Refugee Convention

EU Member States should ensure access to housing for beneficiaries of international protection

The right to housing and its contents as part of the rights of refugees is directly enshrined in Article 21 of the Refugee Convention. Specifically, the Contracting States "shall accord to refugees lawfully staying in their territory treatment as favourable as possible and, in any event, not less favourable than that accorded to aliens generally in the same circumstances". However, the Refugee Convention does not cover persons with subsidiary protection because this status is a relatively recent category in the catalogue of protection statuses. Specifically, it is a product of EU law, established by the Qualification Directive (European Council, 2004). The Qualification Directive provides an obligation for the Member States to "ensure that beneficiaries of refugee or subsidiary protection status have access to accommodation under equivalent conditions as other third-country nationals legally resident in their territories" (European Council, 2004, p. p. 31).[64]

62 Available online at: http://www2.ohchr.org/english/law/cescr.htm

63 Proclaimed in Nice on 7 December 2000 and revised 12 December 2007 in Strasbourg

64 In 2011 the European Council approved a recast of the Qualification Directive that significantly expanded the standards of international protection. Specifically, persons with subsidiary protection have increased protection in some areas, thus moving towards the rights of refugees. The improvement of the standards primarily affects the areas of family reunification, removal of barriers to entry to the labour market, social benefits and the provision

Comprehensive evaluation based on policy and legal indicators, administrative and financial inputs and outcomes

This thematic report uses the data gathered within the pilot phase of the IET to assess and compare housing policies and practices in Bulgaria, Poland, Romania, and Slovakia. The tool's housing dimension comprises 27 different indicators, including legal, policy, financial, and outcome indicators. The analysis is structured in five sections. The first section sets the context for housing in the region. Secondly, the starting conditions of beneficiaries of international protection in the housing market will be discussed by outlining the housing situation in the asylum determination phase. Subsequently, the third section analyses housing policies and legislation in the region with regard to targeted housing support and general mainstreaming. The fourth section discusses the outcomes and satisfaction of these housing policies and legislation. The fifth section concludes.

Housing context in the region

The findings of the IET have to be interpreted against the background of the general housing situation in Central and Eastern Europe. Ensuring that the right to and need for decent housing are met still poses a considerable challenge in the region.

Severe housing deprivation in Central and Eastern Europe

According to Eurostat's general population statistics (2011), **severe housing deprivation and overcrowding are problems many people face in Central and Eastern European countries,** especially those at risk of poverty.[65] Severe housing deprivation affects over 25 per cent of the general population in Romania and around 15 per cent and 11 per cent in Bulgaria and Poland, respectively.[66] Overcrowding affects more than half the population in Romania (54 per cent), near-majorities in Bulgaria and Poland (47 per cent), and around 40 per cent in Slovakia.[67] As long as beneficiaries of international protection have lower incomes and greater exposure to poverty, their access to quality housing will be as bad as or perhaps worse than for many poor people in these four countries, which must address this major societal problem.

Average population owns their own housing, leaving beneficiaries of international protection exposed to the rental market

Overall, **beneficiaries of international protection are disproportionately affected by the housing markets** in the four countries. As indicated in the table below, most people in the four countries own their own housing. This means that beneficiaries of international protection are in turn more likely to be exposed to the rental housing market. Indeed, the data collectors for the IET could identify hardly any beneficiaries of international protection who are living in housing that they own themselves. The **rental housing market is one of the key areas where discrimination against foreigners occurs.** Hence, they might end up paying more than the nationals in the region for the same or much worse quality and security.

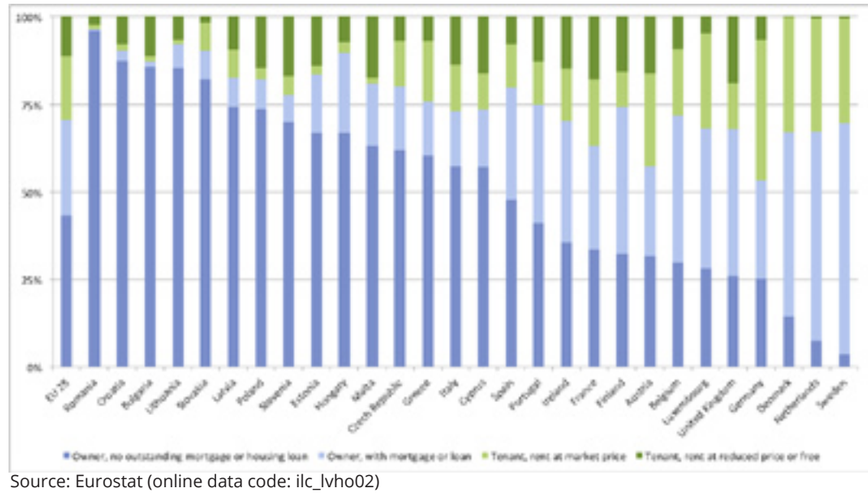
of access to integration facilities. A significant change for persons with subsidiary protection is the extension of authorized stay to at least three years. These measures must be transposed into national legislation by 2013. PE-CONS 50/11, *DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted (recast),* November 2011, Brussels. Available at: http://register.consilium.europa.eu/pdf/en/11/pe00/pe00050.en11.pdf

65 People at-risk-of-poverty are defined as persons living in households where equivalized disposable income (total income of a household after tax and other deductions that is available for spending or saving, divided by the number of household members) per person was below 60 per cent of the national median.

66 The EU-27 average of the severe deprivation rate is 5.5 per cent.

67 The EU-27 average of the overcrowding rate is 17 per cent.

Table 1. Population by tenure status, 2011 (% of population)



Source: Eurostat (online data code: ilc_lvho02)

Increased risk of homelessness for beneficiaries of international protection

The obstacles for beneficiaries of international protection in accessing adequate housing in the region result, amongst others, in an increased risk of homelessness.[68] For Poland, for instance, a study commissioned by the UNHCR Regional Representation for Central Europe estimated that, in 2012, up to 10 per cent of beneficiaries of international protection were "living in extreme homelessness" (i.e. without a roof over their head). Houselessness and housing exclusion range between 30 and 40 per cent and only 20 per cent of refugees have "secure and adequate housing" (Wysieńska, 2013, p. 11). A similar research study in Bulgaria concluded that "asylum-seekers, refugees and humanitarian status holders are all faced with the risk of homelessness" (Pamporov, Vankova, & Shishkova, 2013, p. 5). This is a result of insufficient integration measures. A limited six-month language training course, a narrow choice of vocational and education training, and the lack of targeted housing policies all contribute to unemployment amongst beneficiaries of international protection, which further leads to homelessness.

Starting point for socio-economic integration: housing for asylum-seekers and beneficiaries of international protection

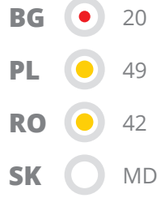
Accommodation during the asylum process

Type of housing for asylum-seekers can determine success in access to housing for beneficiaries of international protection

The housing options for asylum-seekers have an impact on their future integration. The more asylum-seekers are able to access services and independent housing options and build up their networks in a favourable environment, the more likely is their future access to housing and successful inclusion in society. The countries under examination give beneficiaries of international protection a very different starting point in the housing market and ultimately for integration.

68 The term "at risk of homelessness" refers to persons seeking or granted international protection who find themselves in circumstances that would almost certainly lead to a situation of homelessness.

Asylum-seekers in area of choice:



The number of asylum-seekers able to live outside reception centres ranges from a relative few in Bulgaria to 42 and 49 per cent in Romania and Poland, respectively (no data for Slovakia). In Bulgaria, asylum-seekers are accommodated in the Registration and Reception Centres. If they choose to stay in private housing they lose their entitlement to the financial monthly allowance. In Poland, asylum-seekers who are provided with social assistance receive monetary allowances and live outside of the centres in a location they can choose on their own. Provided that necessary support structures exist, life outside of reception centres can facilitate the transition to independent livelihoods, and hence the integration of beneficiaries of international protection into society.

Transition to independent livelihoods and access to housing

More time needed to prepare beneficiaries of international protection for independent living and to find housing

Once leaving the asylum and reception centres, either directly upon recognition or after the integration programme, beneficiaries of international protection are especially exposed to the risk of homelessness. All of the necessary information as well as sufficient time need to be provided for them to find adequate housing. Romania offers beneficiaries of international protection the possibility to stay in accommodation centres during their participation in the integration programme. In Bulgaria, Poland, and Slovakia they have to leave the reception centres shortly after recognition (in Bulgaria within 14 days, in Poland within two and in Slovakia within three months).[69]

The transition to independent housing might also be hampered by limited support structures after status recognition. In order to have access to support, beneficiaries of international protection often need to stay in or near accommodation centres or other accommodation assigned to them. This effectively limits their right to free movement and residence. In Slovakia, for instance, beneficiaries who received housing support from NGOs, the Migration Office or a municipality did not have a choice, but to take the housing these institutions offered. The Slovak system has changed recently in the sense that refugees are provided with financial support that may allow them to move into independent housing. Although this allowance is tied to certain conditions, it is nonetheless independent of the need to stay in accommodation centres.

Access to housing: mainstreaming where possible, targeting where necessary

The transition to independent livelihoods for persons with a form of protection can only succeed if they have equal rights as nationals regarding freedom of movement and residence and, very importantly, access to housing and housing support structures. In addition, specialized and targeted support might be necessary in order to complement mainstream services to meet the needs of beneficiaries of international protection. This section therefore, looks at legal and practical obstacles faced by beneficiaries of international protection in access housing, available targeted support and mainstreaming efforts.

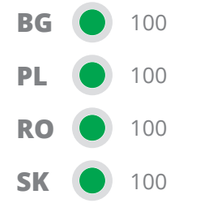
69 In Slovakia, after having been granted protection, beneficiaries of international protection may stay (upon a decision of the Migration Office) in an accommodation centre for a period of three months and at a daily rent of EUR 0.83.

Access to and provision of housing and housing support

Legal access and obstacles

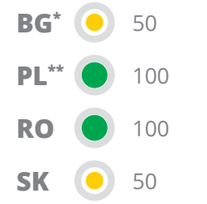
Equal legal rights but obstacles in practice

Free movement:



Local regulations and practices prevent access to housing of beneficiaries of international protection

Access to housing and housing benefits:



* applies to Sofia
** applies to Warsaw

The IET's legal indicators confirm that, according to the national legislation, beneficiaries of international protection have the **same legal rights as nationals** to freedom of movement and residence, property rights and housing support in all countries. Slovakia, however, limits equal access to recognized refugees and excludes beneficiaries of subsidiary protection. On the other hand, the indicators' results also show that there are some **serious obstacles for beneficiaries of international protection to enjoy their rights.**

Surprisingly, rights granted under national asylum legislation are **violated by some local regulations,** for example in Bulgaria and Poland (with the exception of the good-practice examples in Warsaw and Lublin, see below). These local regulations, whether intentionally or not, involve nationality, official registration, or previous residency requirements that beneficiaries of international protection cannot be expected to meet as newcomers and effectively bar them from equal access to housing and housing benefits in the major cities.

Local legislation in the Bulgarian capital Sofia sets nationality and residence requirements that effectively prevent beneficiaries of international protection from applying for municipal housing.[70]

In Poland, access to housing and housing benefits is defined and regulated depending on the region. Even though requirements regarding official registration or previous residency are not foreseen under national law, some *gminas* (councils) have introduced such conditions into local law. Notable exceptions in this regard are Lublin and Warsaw.[71] Good-practice examples also come from these cities. In Warsaw, five flats are dedicated solely for refugees and beneficiaries of subsidiary protection. In Lublin, Caritas Polska has a long-term partnership with the Municipal Aid Office, running an Interdisciplinary Team of Experts on Refugee Integration whose aim is, inter alia, to review local housing legislation, services, and outcomes for beneficiaries of international protection in Lublin. The expert team has eventually managed to bring about changes in local legislation that enable not only recognized refugees, but also persons with subsidiary protection to apply for flats that are the property of the city. Access to housing can also be effectively denied due to local practices. As reported in Romania, refugees might be precluded from submitting a complete dossier for an application for social housing at the local level. This is because their refugee ID, which is a temporary residence permit, is not considered equivalent to the Romanian ID card and the housing law or local council regulations lack clear specifications on their equivalence regarding access to housing.

70 The ordinance on the terms and conditions for the management and disposition of public housing in the territory of Sofia Municipality sets a requirement that "at least one member of the family (household) is a Bulgarian citizen and resident, domiciled in the territory of Sofia Municipality for more than ten years without interruption". This requirement runs contrary to the Law on Asylum and Refugees, which provides for the right of refugees to acquire real estate and for financial support for accommodation to be provided to recognized refugees and beneficiaries of subsidiary protection.

71 The requirement of proven residency in the locality for anyone applying for public housing has only been established recently in Warsaw.

State housing support

Importance of access to housing benefits

Given that newly recognized beneficiaries of a form of protection have often not been allowed to earn their own living during the asylum determination phase, they might not have enough savings to pay rent. Because of their financial constraints, access to housing benefits thus gains particular importance for beneficiaries of international protection.

Some temporary but hardly any long-term housing support

Access to housing benefits is regulated differently and varies considerably among and also within the four countries under examination. This is partly because social housing and the regulation of housing benefits are generally under the administration of local authorities that might apply different criteria to the provision of housing support. All countries (or some cities within the countries) provide at least some specialized temporary support, either in-cash or in-kind. However, targeted long-term or permanent housing support is hardly available.

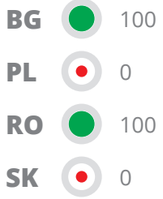
In Bulgaria, Poland and Romania both recognized refugees and beneficiaries of subsidiary protection have the same legal rights as nationals under national legislation regarding access to housing and housing benefits. However, additional restrictions apply to beneficiaries of subsidiary protection in Slovakia. The following paragraphs provide more details and separately look at the different forms of support available.

Targeted temporary in-cash support

Temporary state support in-cash used in Bulgaria and Romania, also in-kind and long-term in Romania

Targeted temporary state support in cash is offered only in Bulgaria and Romania, for six months and nine months, respectively. In Poland and Slovakia, in-cash housing support is not specifically targeted to beneficiaries of international protection. They are treated the same as nationals and might receive some financial support only if they meet the general requirements (usually based on income). In Slovakia, the provision of housing and housing benefits to beneficiaries of international protection has been passed on to NGOs that provide support through ERF-funded projects. Temporary in-cash support is available through NGOs for a period of six months. Similarly, beneficiaries of international protection are provided with in-cash support through ERF-funded projects in Poland.[72]

Targeted temporary in-cash state support:



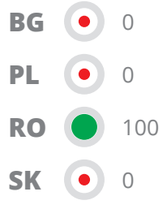
In Bulgaria, refugees and beneficiaries of subsidiary protection receive six months of in-cash housing support for rental costs within one year of their participation in the National Programme for the Integration of Refugees (NPIR) (2011-2013). In order to benefit from the temporary in-cash support, they need to fully attend the integration programme which includes, for instance, a language course. Unfortunately, no official data are collected about the share of beneficiaries of international protection who use this temporary support. Given that the NPIR in Bulgaria has been planned and approved for a set number of foreigners per year, it is not possible to extend the financial housing support.

72 Within the scope of a project by Caritas, the organization not only provided co-financing of the rent but also in-kind support such as furniture, bedding, and cleaning kits.

In-cash housing support for beneficiaries of international protection in Romania includes a benefit of approximately RON 540 (approx. EUR 120) per month, but utility costs must be paid for individually. Previously, the financial aid had to be reimbursed, but this requirement was abolished in March 2013. However, this financial benefit is not exclusively for housing but meant to assist beneficiaries of international protection with money needed for various needs (subsistence, housing, health, and education,). Complementary to the assistance provided by the Romanian state, NGOs provide financial or in-kind assistance through ERF projects whose duration depends on the respective projects.[73]

Targeted temporary in-kind support

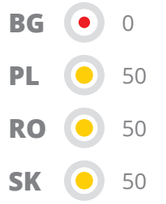
Targeted temporary in-kind support:



All countries but Bulgaria offer beneficiaries of international protection some form of temporary in-kind support. In Bulgaria, any in-kind support is practically inaccessible due to the residency requirements in local legislation.

In Romania, beneficiaries of international protection can benefit from free accommodation in a reception and accommodation centre for up to one year during the integration programme. While there are no clearly set eligibility rules, there is the condition to pay maintenance costs in order to enjoy temporary in-kind support.[74] On a positive note, temporary housing support can be extended based on individual need. Vulnerable persons can benefit from free accommodation in reception and accommodation centres without any time limitations.

Extension of temporary support:



In Slovakia, temporary in-kind support is provided by the Migration Office and NGOs. Refugees have the possibility to use flats in integration centres for a period of six months and at a daily rent of EUR 0.83. The prolongation of temporary housing support is possible in individual cases (vulnerable families and unaccompanied children) upon the request of NGOs to the Migration Office. It should be noted that this form of support is only available to recognized refugees. The Slovak Humanitarian Council and (in the past) the Goodwill Society have signed contracts with municipalities in Slovakia and have extended their services to beneficiaries of subsidiary protection.

In Poland, in-kind support is only available at the local level. The city of Warsaw provides five flats specifically to beneficiaries of international protection. Applicants need to have completed an integration programme in Warsaw, established their place of living in the city and proved their special need (to be assessed by social workers).

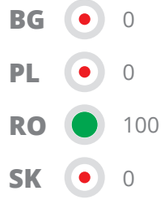
Long-term, in-cash and in-kind support

Compared to the period of support in the other three countries, Romania offers the broadest targeted support to beneficiaries of international protection, at least in theory. Beneficiaries of a form of protection can apply for a 50 per cent rent subsidy for one year if they finish the integration programme and do not have access to social

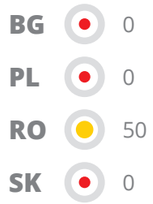
73 According to ARCA, a Romanian Forum for Refugees and Migrants, the funds prove insufficient to meet housing demands.

74 Although free accommodation exempts beneficiaries from paying rent, it includes the payment of utilities (gas, heating and water). Usually, these costs vary from RON 100 (approx. EUR 22) per person in summer months to RON 300 (approx. EUR 66) per person in winter months.

Targeted long-term, in-cash support:



Targeted long-term, in-kind support:



housing. However, NGOs report that during the last years no official requests have been made due to a lack of information provided by both the government and NGOs.[75] Long-term accommodation in reception centres is only available for vulnerable groups. In Bulgaria, there is no such targeted support.

In Poland and Slovakia, existing housing support is open to beneficiaries of international protection among other groups in the population. However, such support is neither targeted nor guaranteed, nor is it monitored for the use by this group. Additional information provided to the outcome indicators in the IET suggest that some beneficiaries of international protection in Poland are able to access the general social support in the form of protected apartments that are available for a period of five years. In Slovakia, if long-term support is available, only refugees are eligible. Beneficiaries of subsidiary protection are excluded due to their temporary status.

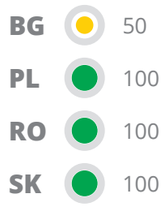
Generally, in all four countries long-term targeted support might also be provided by NGOs under certain ERF-funded projects. Their scope and duration varies according to the specific project. This type of intermittent project-based approach by several different NGOs constitutes a relatively ad hoc arrangement and leads to questions regarding issues of fairness and sustainability.[76]

Housing budget, advice and counselling

Limited availability of state resources

It seems to be difficult for national stakeholders to obtain official information on housing budgets for the above-mentioned support structures. This renders it impossible to make an assessment of their efficiency in terms of money allocation. The information provided in the IET suggests that state funding for the housing of beneficiaries of international protection is mostly related to ERF co-financing.

Housing advice and counselling:



Housing advice and counselling is provided by NGOs in all four countries, either with (Poland, Romania, and Slovakia) or without (Bulgaria) financial support from the state. NGO assistance commonly includes the identification of rental apartments and the mediation of relations between owners and beneficiaries of international protection. In some cases, free legal aid is provided by NGOs specialized in assistance for asylum-seekers and beneficiaries of international protection, for instance in Poland. Generally, however, **representation by qualified lawyers is not available through NGOs.**

Housing quality assessment

The quality of in-kind housing assistance and its assessment is another important aspect for the access of beneficiaries of international protection to decent housing. The **security of tenure and affordability of housing are criteria considered by all four countries.** There is also some involvement of the beneficiary of international

75 Experts further state that even though NGOs have started to specifically inform and encourage the beneficiaries of international protection to apply for the subsidy, none have actually been granted due to the limited allocation of funds.

76 In Romania, for instance, experts question equitable decision making and refer to practices that show that support for resettled refugees has been extended to two years within ERF-funded projects.

The affordability of housing at the centre of housing assessments

Housing quality assessment:

protection him or herself in Romania (for accommodation in the Regional Centres) and in Bulgaria. In Bulgaria and Poland, attention is also given to the accessibility of key services, such as the proximity of schools. The adequacy of basic infrastructure in reception centres in terms of space, ventilation, lighting and the like seems to be missing in Romania, considering that the available space in such accommodation is not fully adequate to ensure privacy or the fulfilment of basic needs. Although GII is making efforts to tackle overcrowding, it is not always a criterion taken into account given that both beneficiaries of international protection and asylum-seekers live in the same reception centre. These centres are often located in quite remote and relatively low-income areas of the country. Priority to the availability of employment opportunities is only given in Slovakia. **None of the countries takes the proximity of one's own community and peer group members or the availability of subsidies** from the local or state budget for the payment of utilities into account. As stated by several experts, **the availability of affordable housing is essentially the most important criterion in the context of a general housing shortage.**

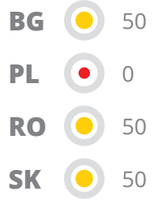
Housing policies

Mainstreaming policy and partnerships

Hardly any mainstreaming of housing rights for beneficiaries of international protection

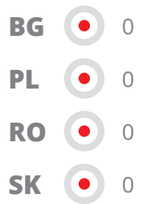
As suggested by the above analysis, targeted housing policies and support for beneficiaries of international protection almost exclusively rely on short-term solutions. Access to targeted short-term support must therefore contribute to quickly find adequate housing in order to avoid long-term social exclusion. In the absence of special long-term support, the mainstreaming of refugees into housing legislation becomes even more important.

Mainstreaming legislation:



The data gathered within the scope of the IET suggest that **awareness of equal housing rights and the challenges the holders of international protection status face is limited** because the general housing legislation and regulations do not identify refugees and beneficiaries of subsidiary protection within their mandate. In Bulgaria, Romania, and Slovakia, beneficiaries of international protection are only recognized as special needs/vulnerable groups in asylum legislation, which is rarely known or understood by general policy-makers. In Poland, they are neither identified as such in mainstream housing legislation nor in foreigners/asylum legislation.

Mainstreaming mechanisms:



Ministries responsible for housing are often not required by law to incorporate beneficiaries of international protection in their work. These **institutions lack mechanisms to review their policies and monitor housing outcomes as well as the use of housing policies** in order to guarantee equal access to housing and housing benefits for nationals and beneficiaries of international protection.[77]

This is complicated by the fact that the **responsibilities for housing, social inclusion and refugee issues are allocated to different government bodies.** In Slovakia, for instance, the Ministry of Transport, Construction and Regional Development is

77 In Romania, the only report that makes reference to access to housing of beneficiaries of international protection is the annual report on the situation of foreigners who receive a form of protection prepared by the GII. In Poland, local authorities are reported to monitor the housing situation of beneficiaries of international protection at the regional level. This is neither obligatory nor required by the national authorities.

Mainstreaming responsibility:

BG 100
PL 50
RO 50
SK 0

responsible for the direction of public housing policy. However, refugee issues are within the responsibility of the Ministry of Interior and social inclusion falls within the Ministry of Labour, Family, and Social Affairs. Similarly, in Poland, the Ministry of Labour and Social Policy coordinates by law the integration of immigrants in Poland, whereas housing falls within the scope of the Ministry of Infrastructure which, in turn, has no official mandate to mainstream beneficiaries of international protection into their work. It is thus difficult to identify the legally responsible authorities for mainstreaming refugee issues into the housing policies and legislation. Lobbying for the rights of beneficiaries of international protection regarding their access to housing might be a daunting exercise.

Involvement of social partners:

BG 0
PL 0
RO 50
SK 50

The **major housing practitioners and stakeholders in the countries under consideration are also not active in refugee mainstreaming.** The main national social partners, such as employers or unions, as well as civil society organizations in the housing sector have not become involved in refugee integration. They have also not explicitly included beneficiaries of international protection in their mission statements.

Specialized NGO partnerships:

BG 100
PL 50
RO 50
SK 100

Without the involvement of the major housing policymakers and stakeholders, some of the **leadership on housing for refugees and beneficiaries of subsidiary protection has primarily come from partnerships with a few specialized refugee NGOs,** despite their limited capacities. ERF funding allows their staff to provide direct housing services, but mostly not qualified legal services. These NGOs review legislation, services and outcomes with asylum authorities and together lobby the municipalities and the legislative body for a review of the national legislation in order to include refugees in the housing regulations. For instance, the above-mentioned Interdisciplinary Team of Experts on Refugee Integration set up by a partnership between Caritas and the Municipal Aid Office in Lublin (Poland) managed to bring about changes in local legislation that also enable beneficiaries of subsidiary protection to apply for social flats.

Leadership on housing for refugees can to some extent come from the asylum authorities, depending on their integration mandate. For example, the GII centres in Romania have taken responsibility for some short-term housing solutions with ERF funding, as well as for the lobbying of municipalities on access to housing, together with UNHCR. In 2012, two specialized NGOs, namely Satele copiilor and Habitat for Humanity, were approached by ARCA in Romania (as part of a UNHCR-funded project) with regard to extending their housing services for Romanians to the benefit of beneficiaries of international protection. However, many of these organizations do not have financial resources to ensure the sustainability of housing services for refugees on a long-term basis as they are currently dependent on ERF funding.

In Poland, at the ministerial level, cooperation takes place within the working group on integration. At the local level, different discussion forums involve local authorities and social partners.

Access for vulnerable persons

Limited attention given to vulnerable groups

Access for vulnerable persons:

BG 0
PL* 40
RO 100
SK 14

* applies to Warsaw

Only limited attention is devoted to vulnerable persons. They are generally **not identified as a vulnerable group in eligibility for mainstream housing benefits** like social housing and there is no targeted housing support for beneficiaries of international protection who are vulnerable persons. The one major exception is Romania. Free and unlimited stay at GII reception facilities is available for vulnerable groups such as unaccompanied children, single parents, pregnant women, the elderly, victims of torture, rape, or other forms of trauma, and handicapped persons. In Warsaw, conditions and financial requirements to access social housing are relaxed for some vulnerable groups (single parents, victims of torture). In Slovakia, only unaccompanied children are identified as vulnerable persons with the state providing accommodation and financial support through children's homes.

Housing outcomes and satisfaction

Beneficiaries of international protection using targeted services

Need for housing support not fully met

Percentage of beneficiaries of international protection using targeted services:

BG MD
PL MD
RO 83
SK 100

Official information about the percentage of those granted international protection that used targeted services in the last year is only collected to a limited extent. Percentages are only available in Romania. In 2011, 83 per cent of persons awarded a form of protection benefited from the governmental integration programme that gives them access to housing support. The IET experts estimate that almost all beneficiaries of international protection at some point make use of housing support structures, either through state-provided accommodation during the integration programme or counselling services provided by NGOs, for example in Slovakia. This points to the need for targeted services. At the same time, the IET outcome indicators also suggest that **only a rather small percentage of beneficiaries of international protection can effectively enjoy housing, particularly in-kind support.**

In Slovakia, 10 per cent of refugees were living in integration flats or accommodation centres provided by the Migration Office, indicating that only a minority of beneficiaries of international protection have access to state-provided services. In Poland, the municipality of Warsaw provides targeted in-kind support through five dedicated flats per year. However, this only covers 5 per cent of applications for these flats. Further, a Polish expert notes that beneficiaries of international protection are generally more interested in long-term rather than temporary support. There was no information available through the IET about the situation in Bulgaria.

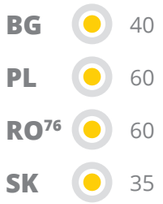
Status of tenure

Little data on the housing status of beneficiaries of international protection

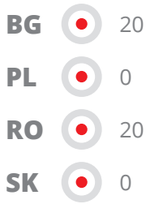
Official information about the housing situation of beneficiaries of international protection once granted protection is hardly available and even less is known about their long-term housing status. The IET data indicate that **persons with a form of protection have to rely on the private rental market often subject to poor-quality housing.**

Private housing as the most common option, but it is not easily available

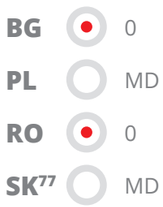
Beneficiaries of international protection in private housing:



Beneficiaries of international protection as home-owners:



Beneficiaries of international protection in social housing:



After completion of the integration programme, the majority of beneficiaries of international protection in Romania have a form of long-term private housing. Similarly, most of those interviewed in Poland are living in private housing. Unfortunately, even though beneficiaries of international protection legally have the same access to the rental market, they are **disproportionally affected by discriminatory practices.** In both countries, difficulties with concluding a rental contract have been reported. Both the national experts and beneficiaries of international protection in Bulgaria, Romania, and Poland report that landlords often refuse to rent to beneficiaries of international protection or impose additional conditions. In some instances, the contract is signed for a smaller rental sum than what the tenants actually pay because the owners want to avoid paying taxes. Without a formal legal contract, however, beneficiaries of international protection are often unable to claim certain legal rights in Romania (e.g. prolonging identity documents, obtaining permanent residence or applying for citizenship). A Polish expert notes that, in the absence of a legal contract, landlords might also find it easier to evict people.

In Bulgaria, some beneficiaries of international protection are reported to live in private housing under a legal contract. In Slovakia, the majority of beneficiaries of international protection reported having spent some time in reception and accommodation centres or using accommodation provided by NGOs in the last year. Thirty-five per cent of those who received assistance from NGOs ended up in private housing.

Data collectors could hardly identify any beneficiaries of international protection who are living in housing they own themselves. The majority encounters difficulties in accessing the labour market due to a lack of qualifications or recognition thereof as well as limited job opportunities. They often cannot even afford to rent a home, let alone buy one. A Romanian expert noted that beneficiaries of international protection do not have access to relevant lending schemes because of their limited savings, residence, and work experience in the country.

According to the information compiled in the IET, long-term social housing is either not available or hardly accessible for beneficiaries of international protection in the four countries. In Slovakia, 16 recognized refugees could be identified. Given the general shortage of social housing in the region, a negligible number probably end up in state-supported, long-term housing. Indeed, as reported in Romania, this group is not on the priority list for the allocation of social housing.

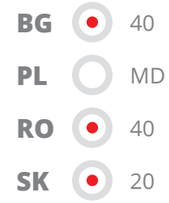
Satisfaction with the housing situation

From the experts' assessment and interviews with beneficiaries it becomes clear that few beneficiaries of international protection in Slovakia and only some in Bulgaria and Romania were living where they want to live in the country. No information is available for Poland.

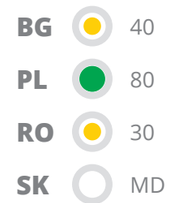
78 In Romania, the information is related to those beneficiaries of international protection who completed the integration programme or those refusing to live in accommodation centres.

79 Given that it is impossible to provide a percentage or trend of refugees living in social housing, the indicator is scored as "missing data" for Slovakia. The absolute number, however, is available: 16 refugees are reported to live in social housing (for beneficiaries of subsidiary protection, long-term social housing support is not available).

Area of choice:



Overall satisfaction:



Accessibility and affordability have greater priority than the quality of housing

Overall, most of the interviewees in Romania and Bulgaria are not satisfied with their housing situation. The situation in Poland seems slightly more favourable and overall the majority of beneficiaries of international protection expresses satisfaction.[80] For them, a major challenge is that housing does not facilitate access to employment opportunities and key services. This is also due to the fact that living standards in both Lublin and Biała Podlaska (where the interviews were conducted), and especially the suburban areas of these cities, are relatively poor. The area is characterized by high unemployment and a general lack of employment opportunities, good services, and community life. The difference in living standards between beneficiaries of international protection and the native population is reported to be higher and more visible in Warsaw and the surrounding area. No data are available for Slovakia on the satisfaction of beneficiaries of international protection with their housing.

In light of the housing shortage, beneficiaries of international protection tend to be satisfied with their situation even if some of their basic needs might not be fully met. Of **general concern**, however, is the **cost of housing.** Both the experts and the beneficiaries of international protection report that costs constitute the main obstacle in accessing adequate accommodation. Indeed, experts in Romania report that the majority of beneficiaries of international protection is most likely to choose the cheapest rather than the most adequate option. Reportedly, some of them have to live in either poorly maintained or sub-standard housing conditions, often in poor and deprived neighbourhoods. Since many must rush into low-paid jobs in order to secure an income, they look for cheaper housing and give up on living in the area of their choice. This is why issues of accessibility and affordability usually have greater priority than the quality of housing. As a result, they **end up in housing where they are less satisfied with their access to good employment and community life.**

Conclusion

The analysis of the indicators included in the IET suggests that beneficiaries of international protection generally have the same legal rights as nationals under national legislation to freedom of movement and residence, property rights, and access to housing and housing benefits in the four countries under consideration. It also suggests, however, that in practice they face key obstacles to effectively access those rights.

In Bulgaria and Poland, for instance, local housing legislation runs contrary to national (asylum) legislation. In these countries (with the exception of best-practice examples in Warsaw and Lublin), local regulations that involve nationality, official registration or previous residency requirements effectively exclude beneficiaries of international protection from equal access to housing and housing benefits. Reviewing local legislation is necessary in order to abolish any discriminatory practices.

As a good practice, in three out of the four countries all beneficiaries of a form of protection are included in the respective legal provisions. Slovakia limits equal access to recognized refugees and excludes beneficiaries of subsidiary protection.

80 It is important to keep in mind that all the interviewees were of Chechen origin, a group of beneficiaries who, although constituting the vast majority of refugees and beneficiaries of subsidiary protection, differs from beneficiaries of international protection originating from elsewhere.

Generally, more attention needs to be paid to the special needs of refugees and beneficiaries of subsidiary protection. Some good-practice examples in this regard can be observed in Romania where the state offers targeted, temporary and long-term, in-cash and in-kind housing support. According to Romanian IET experts, however, beneficiaries of international protection need to be better informed about these possibilities and their implementation needs to be improved, especially as regards the allocation of funds. In Poland and Slovakia, existing housing support is mostly not targeted to persons with a form of protection, whereas Bulgaria only offers temporary solutions. NGOs assisting beneficiaries of international protection can generally only rely on ERF funding with little financial resources allocated by the state to what is required beyond ERF co-funding.

The mainstreaming of beneficiaries of international protection in housing legislation rarely happens in the four countries. The main social partners in the housing sector have also not included beneficiaries of international protection within their mandate. The special needs of beneficiaries of international protection are therefore not sufficiently acknowledged by policy-makers and practitioners so that it becomes more difficult for them to effectively claim equal access to housing and housing benefits in practice. This is especially the case for their access to long-term housing solutions given that relevant targeted support is almost not available in any of the four countries.

A major concern for both NGOs assisting them and for beneficiaries of international protection themselves is the affordability of housing. Most of them seek to quickly secure an income, especially if they did not have access to the labour market during the asylum procedure. This is why persons with a form of protection often take up poor quality housing, often in low-income neighbourhoods, and therefore fewer integration prospects.

In summary, the quality assessment practices and refugees' experiences reflect the major obstacle mentioned by data collectors in all four countries – the general shortage of low-income and social housing.

III.5 Family Reunification for beneficiaries of international protection in Bulgaria, Poland, Romania, and Slovakia

Introduction

Family unity underpins the right to family life

The family is recognized as the most natural and fundamental unit of society and requires the full protection of the state. This principle of family unity forms the basis of the right to family life and therefore to family reunification.

Family reunification is a human right

The right to family life is enshrined in a series of human rights legal instruments that safeguard the human rights of all individuals. In particular, Article 16(3) of the Universal Declaration of Human Rights, Article 17(1) of the International Covenant on Civil and Political Rights, and Article 8 of the European Convention on Human Rights uphold this right.

UNHCR definition of family reunification

Family reunification is defined by UNHCR as the process of bringing together families, particularly children and elderly dependents with previous care-providers, for the purpose of establishing or re-establishing long-term care (UN High Commissioner for Refugees, 2006). Family unity is understood "as a principle that gives effect to the protection of the family as the natural and fundamental group unit of society, as described in Art 16 of the Universal Declaration of Human Rights. Under this principle, refugee status may be granted to the spouse and dependents of a person who meets the refugee criteria. When spouses and dependents acquire refugee status by application of the family unity principle, they are said to enjoy 'derivative status'" (ibid.).

Special attention to be paid to beneficiaries of international protection according to the EU Family Reunification Directive

The mandatory horizontal clause of Article 17 in the EU Family Reunification Directive (Council of the European Union, 2003) maintains that the right to family life has to be respected throughout the whole family reunification process. There is an obligation for Member States to make individual examinations in each case. The Directive acknowledges that *"family reunification is a necessary way of making family life possible. It helps to create sociocultural stability facilitating the integration of third-country nationals in the Member State, which also serves to promote economic and social cohesion, a fundamental Community objective stated in the Treaty"* (Preamble 4). Specifically for beneficiaries of international protection, it emphasizes that *"special attention should be paid to the situation of refugees on account of the reasons which obliged them to flee their country and prevent them from leading a normal family life there. More favourable conditions should therefore be laid down for the exercise of their right to family reunification"* (Article 8). Given that the protection needs of refugees and beneficiaries of subsidiary protection are the same, they should also benefit from the same rights and procedures (European Commission, 2011a, p. 6). Family reunification is a particularly important right for beneficiaries of international protection and a key premise for their successful integration into the host society.

This thematic report uses the data gathered within the pilot phase of the IET to assess and compare family reunification policies and practices in Bulgaria, Poland, Romania, and Slovakia. The tool's family reunification dimension comprises 39 different

indicators, including legal, policy, financial, and outcome indicators. The structure of the analysis is as follows: It starts with some general remarks on the data availability underlying the importance of more systematic information gathering. Subsequently, an overview is provided of the outcomes of and experiences with family reunification procedures in the four countries. This overview forms the basis for the following, more detailed analysis of the obstacles identified in the scope of the IET. Both legal and procedural obstacles will be discussed separately for exercising the right to family reunification (i.e. applying for family reunification) and for accessing and enjoying integration support structures. The concluding section summarises the key findings and points to some good practices.

IET analysis on family reunification – key issues

Setting the scene – overview of available data and experiences

Ideally, a comprehensive evaluation is based on various types of expertise gathered by different responsible actors through different types of evidence. As outlined in this section, official statistics on family reunification in the region are hardly available. The IET relies in large part on experts' assessments complemented with insights from the qualitative data collection.

Data collection on family reunification

Separated families are rarely counted or consulted regarding problems with reunification

In three of the countries under review, **data on family reunification are not officially and systematically collected** for beneficiaries of international protection. Reliable information about the numbers of beneficiaries (and TCNs in general) who reunite or want to reunite with their families is therefore not readily available. **Bulgaria is the only country in the region that gathers statistics related to family reunification.** In 2012, out of 54 applications for family reunification lodged in Bulgaria, 17 were approved, six were rejected, and four were discontinued.

Within the scope of the data collection for the IET, government and stakeholder participants in the other three countries could only identify a **small number of applications for family reunification among beneficiaries of international protection** in the last year. There were less than 10 cases in Romania, Slovakia, and Poland, respectively. In the absence of measures about the overall need for reunification in terms of the number of beneficiaries of international protection separated from their families and the number who want to apply, it is impossible to evaluate the efficiency or effectiveness of family reunification procedures. Against this background, reinforcing data collection and the monitoring of family reunification needs and procedures should gain importance in the region. The IET offers a valuable framework for this data collection.

Generally, family reunion is often associated with established countries of immigration such as Germany or the Netherlands. In fact, Eurostat data suggest that it is as significant in new countries of immigration (Huddleston, Family Reunion: confronting stereotypes, understanding family life, 2011). Whereas in Romania, the majority of reunions is for EU citizens' family members, Bulgaria has a significant share of TCNs arriving in the country through family reunion (43 per cent of all newly arriving immigrants in Bulgaria constitute reuniting TCNs) (ibid.).

Experiences with family reunification

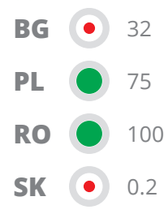
Small numbers do not necessarily mean low interest in family reunification

Percentage of beneficiaries of international protection who see reunification as important for their integration:

In principle, small numbers do not necessarily reflect low interest. Information barriers and other obstacles may prevent beneficiaries of international protection from accessing family reunification procedures. Persons holding a form of protection who fear not meeting the requirements might shy away from applying for reunification. This may have considerable consequences for their well-being and social inclusion in the country of asylum. Given that separation from family members is common in situations of forced displacement, family tracing and reunification are especially relevant for beneficiaries of international protection in rebuilding their lives. The EU Family Reunification Directive (Council of the European Union, 2003) also clearly states that family reunification is needed to facilitate integration. Indeed, **all beneficiaries of international protection included in the focus group interviews of the IET considered family reunification to be crucial to their integration.**

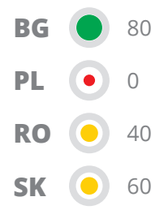
Limited success and satisfaction with family reunification procedures

Successful applications:



Some insights into the success of and satisfaction with family reunification procedures for beneficiaries of international protection in the four countries can be obtained through the project's focus groups, beneficiaries of international protection who use NGO services and the expert assessments reflected in the IET outcome indicators. Applications have generally been more successful in Romania (100 per cent) and Poland (estimated at 75 per cent) than in Bulgaria (around 30 per cent) or Slovakia (just one successful case).[81] In Slovakia, the main obstacle is obtaining a visa for family members for the territory of the Slovak Republic. Out of the six persons that successfully applied for family reunification in this country, five were unable to reunite due to problems in obtaining the necessary entry documents. In Poland, beneficiaries of international protection who are unable to apply for family reunification within a period of favourable treatment of six months need to meet higher requirements (related to economic resources and health insurance).[82] On these grounds, applications in Poland are rejected because beneficiaries do not meet the requirements or are unable to provide the necessary documentation in time. Incomplete documentation or relatives not fitting within the definition of family have been reasons for rejection in Bulgaria.

Satisfaction with procedures:



The overall satisfaction with the family reunification procedures in the four countries seems mixed. On one hand, most of the interviewed beneficiaries of international protection who were able to apply for family reunification stated they are generally satisfied with the procedures (i.e. not necessarily with the outcomes). On the other hand, there were numerous **complaints about the costs involved** as well as **inflexibility with documentation from the country of origin.** The latter applies especially to Somali interviewees who encounter difficulties having their documents accepted in Poland and Slovakia. In Romania, complaints are regularly made about the

81 In all four countries, the number of applications for family reunification is relatively small. It should be noted, however, that this does not necessarily reflect the need and wish for family reunification.

82 A time limit for favourable treatment also exists in Slovakia. This is discussed in more detail below.

costs and time needed to prepare an application. Another problematic issue reported in Bulgaria and Poland is the absence of integration support for a sponsor's family member who does not individually apply for asylum. In Slovakia, several applicants who were unsuccessful left the country. The absence of possibilities to reunite with family members might therefore, seriously challenge integration as a durable solution in the region and even contribute to secondary movements.

Exercising the right to family reunification – legal and procedural obstacles

Interviews with beneficiaries of international protection and the experts' assessments suggest that many beneficiaries may not apply for family reunification due to procedural obstacles, especially insurmountable practical and travel costs and inflexibility with documentation from the country of origin. Problems may also partly be due to legal obstacles. This section will shed more light on these legal and procedural obstacles when applying for family reunification.

Definition of family and the concept of dependency

Different provisions for family reunification leading to protection and residence permits for the purpose of family unification

Major legal obstacles to family reunification relate to the definition of family and the concept of dependency.[83] In this context, provisions governing the right of entry into and stay in the country may differ depending on whether family members receive a form of protection (either on their own protection grounds or derived from their sponsor) or, if they do not independently qualify or apply for protection, may be granted a residence permit (following the family unity principle). The focus of the IET and therefore of this analysis is on family reunification procedures leading to protection. Nevertheless, information gathered on family unification is also taken into account in order to include family members of a sponsor who do not undergo a refugee status determination procedure upon reuniting.[84]

Limited understanding of dependency in legal definitions

In all four countries, both the legal framework for family reunion and for family reunification comprise the nuclear, i.e. the core, family, consisting of the spouse and minor unmarried children. The EU Family Reunification Directive sets this narrow definition as a minimum standard, but allows Member States to use a broader interpretation of family members to include other dependent family members as well as unmarried partners in a stable long-term relationship. For refugees, the EU Directive obliges the Member States to include parents of unaccompanied children.

Restricting the right to family reunification for refugees and beneficiaries of subsidiary protection to the core family does not sufficiently take their exceptional experiences into account. Different cultural interpretations, for instance, challenge the understanding of family. In addition, the role of guardianship is often altered in situations of forced displacement with family support being extended to more distant relatives. Given the traumatic and arduous experience associated with flight from persecution, emotional dependency should factor equally with financial dependency. The specific refugee context thus requires a broader definition of dependency, namely one that includes not only financial but also physical, psychological, and emotional attachment.[85]

A slightly wider understanding of family reunion in Slovakia and Romania

Within the framework of family reunion, the definitions of family members who are eligible for derivative status and dependency are somewhat wider in Slovakia and Romania. In those two countries, spouses and minor children (including adopted children in Romania) as well as adult unmarried children who cannot take care of themselves due to medical reasons and parents who cannot sustain themselves and do not enjoy adequate family support in the country of origin are eligible. In Romania, parents or legal guardians of unaccompanied children who benefit from a form of protection also qualify. These provisions are included in general legislation on foreigners and not in the asylum legislation of the respective countries. If not stated otherwise,[86] beneficiaries of international protection who apply for family reunion procedures according to legislation on foreigners are treated as regular TCNs.[87]

Legal provisions for derivative status in asylum legislation only exist in Bulgaria, where *"as refugees shall be considered the spouse of a foreigner with conceded statute of refugee and their minor and under-aged not married children as far as this is compatible with their individual statute"* (Law for the Asylum and the Refugees Art. 8 Para. 2).[88]

BG* spouse and minor unmarried children

PL spouse and minor unmarried children (including adopted children)

RO Spouse, minor unmarried children (including adopted children), dependent adult children, dependent parents, parents and legal tutor of unaccompanied children

SK Spouse, minor unmarried children, dependent adult children, dependent parents

* asylum legislation

A stricter definition in case of family reunification leading to protection

If family reunification includes the possibility to obtain a protection status for family members, the definition of family and dependency tends to be more restrictive than in cases of temporary residence for the purpose of family unification.

The broadest understanding of family reunification in Bulgaria

Within the scope of family reunification (leading to protection), Bulgaria offers the broadest understanding of dependency. First, it comprises the spouse or the person with whom the sponsor is in a proven stable and long-term relationship and their

83 While there is no internationally agreed definition of dependency, UNHCR describes dependent persons as relying for their existence substantially and directly on any other person, in particular for economic reasons, but also taking emotional dependency into consideration. The dependency principle recognises that family relationships usually go beyond the understanding of the core family (UNHCR Background Note: *Family Reunification in the Context of Resettlement and Integration. Protecting the Family: Challenges in Implementing Policy in the Resettlement Context.* Annual Tripartite Consultations on Resettlement Geneva, 20-21 June 2001).

84 The use and distinction of the terms reunification and unification in official texts and public discourse is far from clear-cut. In this report, reunification includes the possibility of family members to obtain a protection status, whereas unification is used in the case of family members receiving a residence permit. Hence, obtaining a residence permit for the purpose of family unification does not necessarily include a refugee status determination procedure for a sponsor's family member (but follows the reunification procedure that is usually applied to TCNs).

85 See *UNHCR's Response to the European Commission Green Paper on the Right to Family Reunification of Third-Country Nationals Living in the European Union (Directive 2003/86/EC),* February 2012. Available online at: http://www.refworld.org/docid/4f55e1cf2.html

86 In Romania, beneficiaries of international protection applying for a long-term visa for family unification are exempt from fulfilling certain requirements (such as proof of legal accommodation, means of subsistence and health insurance).

87 According to a Slovak expert, the legal provisions for temporary residence for the purpose of family unification include beneficiaries of international protection. In practice, however, this procedure is not implemented for them.

88 Available online at: http://www.mvr.bg/NR/rdonlyres/BC96E947-6DF6-48F6-9872-85F94CE8FC6C/0/07_Law_Asylum_Refugees_EN.pdf. It is noted that "statute" here appears to be an erroneous reference to "status".

underage and unmarried children. Second, members of the family who are eligible for family reunification include unmarried adult children who are unable to support themselves on their own due to serious health reasons. Third, it also covers the parents of each of the spouses who are not in a position to take care of themselves because of their age or a serious disease.

The definitions are also slightly wider for parents of minor children in Slovakia and Poland. In Poland, minor children include adopted children of the beneficiaries of international protection and/or the spouse in case of factual parental control or care. In Romania, the asylum legislation on family reunification only comprises spouses and minor children, but accounts for both family members of refugees and beneficiaries of subsidiary protection on and outside Romanian territory.

BG Spouse and persons in a proven stable and long-term relationship, minor unmarried children, dependent adult children, dependent parents

PL spouse and minor unmarried children (incl. adopted children), parents of minor children

RO spouse and minor unmarried children (incl. adopted children)

SK* spouse and minor unmarried children, parents of minor children

* only for recognized refugees

Legal requirements for application

No residence requirement or language and integration assessment but economic resources, housing and health insurance often required

In all four countries, refugees and beneficiaries of subsidiary protection can apply for family reunification upon recognition of their status without having to fulfil any residence requirement. Equally, there is neither a language nor an integration assessment requirement for the application for family reunification. This is also the case for TCNs in most European countries. The imposition of other requirements such as proof of economic resources, accommodation, or health insurance varies across the four countries.

Language/ Integration:

BG 100
PL 100
RO 100
SK 100

Economic resources:

BG 100
PL 50
RO 100
SK 25

Bulgaria and Romania offer the most favourable legal opportunities without any time limit. In Bulgaria, the economic resource requirement that exists for TCNs does not apply to beneficiaries of international protection. Housing and health insurance requirements do not exist for any of those groups. In Romania, provisions differ depending on the procedure. Whereas the only legal requirements for family reunification relate to proof of the family relationship that has to pre-date the arrival of beneficiaries of international protection in the country, applicants following the family reunion procedure (which is for any TCN) need to prove their financial means, including a legal employment contract or other financial resources.

NGO experience provided within the scope of the IET points to a **gap between the legal provisions and their practical implementation.** Even though the economic resource requirement is not mandatory by law for beneficiaries of a form of protection in Romania, in practice it is considered necessary for a successful application. According to an expert assisting an Iraqi refugee in the family reunification process, in that case an employment contract was explicitly requested. Similarly, beneficiaries of a form of protection are legally exempt from the housing and health insurance requirements that are mandatory for all TCNs in the family reunion procedure. In practice, however, proof of housing and health insurance have been requested from beneficiaries of international protection in Romania and considered as advantageous for their application process.

Housing:

BG 100
PL 0
RO 100
SK 25

Health insurance:

BG 100
PL 50
RO 100
SK 25

In Slovakia and Poland, favourable treatment for beneficiaries of international protection is only granted if the application is lodged within three (Slovakia) and six months (Poland) of status recognition. What is specifically problematic in Slovakia is that the time limit on these more favourable provisions only applies to recognized refugees and not to beneficiaries of subsidiary protection who always have to meet higher requirements.

In Slovakia, refugees are not required to meet any additional conditions if they apply within the three months. They only need a valid travel document and proof of the family relationship. The IET data clarify that it is de facto impossible for refugees to apply and gather the necessary documentation within the three months. Thus, in practice, beneficiaries of international protection need to satisfy the same criteria as TCNs.[89] Similarly, according to Polish law, beneficiaries of international protection can apply for family reunification within six months after protection has been granted without fulfilling additional conditions. If the application is not made within the period of six months, the same requirements as for TCNs apply.

Time limits for favourable treatment in Slovakia and Poland lead to additional obstacles

In both Slovakia and Poland, the time limits on the more favourable provisions lead to additional obstacles for beneficiaries of international protection who cannot apply or provide the necessary documentation on time. In Poland, the additional requirements regarding economic resources, housing and health insurance explain 90 per cent of recent rejections among applicants for family reunification, with the economic resource requirement being the most difficult to meet (70 per cent of all rejections).[90]

Poland is the only country that requires proof of housing from all family reunification applicants regardless of whether they lodge the application within the six-month favourable treatment period or not.

Family tracing

Little knowledge about tracing needs and services

In Poland and Slovakia, the time limits on the more favourable treatment constitute major obstacles given that a complete application within the specified timeframe is hardly possible because of difficulties obtaining the necessary documentation or because the complex tracing of family members is necessary in the first place. Family tracing is a fundamental element of the reunification of families of beneficiaries of international protection. Due to their exceptional circumstances, the tracing of family members might become necessary and result in a lengthy procedure that generally exceeds three months. Time limits on favourable treatment for family reunification therefore prove to be problematic if the time needed to trace family members is not yet concluded.

89 Legislation in the Slovak Republic was recently changed and the exemption from the economic resource requirement for beneficiaries of international protection in ACT no 404/2011 coll. on Residence of Aliens was removed. They must now comply with the same conditions as TCNs having to prove economic resources.

90 This data relies on the knowledge and experience of the Office for Foreigners and concerns second-instance cases only. In addition, it should be kept in mind that the number of applications for family reunification, on which this information is based, is relatively small.

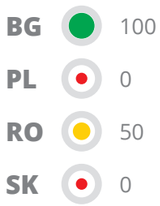
Little is known about family tracing needs and services in the four countries as they all lack relevant data, budgets or policies. Only Bulgarian law includes provisions on actions to be taken when the location of family members is unknown. In all four countries, tracing services are only provided by NGOs, mostly the Red Cross, and at times partially financed by the respective state. Overall, within the scope of the IET project the services were reported as little known and not widely used.

Documentation of family links

More flexible documentation of family links needed

The documentation required when applying for family reunification and family reunion may not correspond to the reality of people and families threatened with persecution and fleeing countries plagued by war and/or that may be failed states. It has to be taken into account that beneficiaries of international protection often do not, or no longer possess and are unable to obtain, documents such as passports, marriage, birth, death or medical certificates to officially prove family links and dependency. The EU Family Reunification Directive therefore, emphasizes the need to take account of other evidence of the existence of family relationships. However, three out of the four countries under review only accept official documents (as opposed to, for instance, personal photos, letters, statements, etc.) – either in law or in practice.

Exemptions or alternative methods for documents from country of origin:



The law does not provide sufficiently clear legal exemptions and alternative methods where documentation about family links is unavailable or impossible to obtain in Slovakia (despite some flexible practices), Romania and Poland. A good example is set by **Bulgaria**. It is the **only country whose legislation allows for the possibility to provide other evidence** of marriage or kinship such as a declaration signed by the sponsor. However, despite the favourable legal provisions, data gathered in Bulgaria confirm that missing or incomplete documentation has actually been a reason for rejection. In practice, the absence of documents can be a reason for refusal of an application, which is not in conformity with Article 11(2) of the EU Family Reunification Directive (Council of the European Union, 2003). Whereas Romanian legislation at least mentions that the rejection cannot be based solely on a lack of documentary evidence, Polish law does not include such a provision at all.

Regarding the issue of DNA or age testing, the IET research has not identified any requirements in any of the four countries. This is to be welcomed given that DNA testing might prolong reunification procedures and impose additional expenses and should only be used in exceptional circumstances.[91]

Travel documents

Facilitated access to travel documents needed

Obtaining a visa at the country's embassy abroad may also be problematic for family members. This might be especially the case in situations where the country of origin is no longer able or willing to secure protection or where left-behind family members live in remote areas without easy access to the capital city where embassies are usually located. Once an application for family reunification is accepted, obtaining travel documents may therefore be another substantial obstacle or a reason for major delays in family reunification procedures.

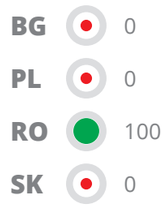
According to the experience of NGOs assisting beneficiaries of international protection in Slovakia, getting the family members into the country is one of the main barriers to family reunification.[92] Indeed, five out of the six applicants were unable to reunite because their families could not obtain a visa allowing them to travel to Slovakia.

Costs

High overall costs hamper reunification

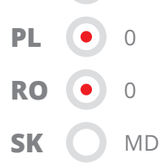
The total costs of family reunification also discourage many beneficiaries of international protection from applying or successfully reuniting. As acknowledged by the EU Green Paper on Family Reunification, excessive fees can hamper the right to family reunification (European Commission, 2011a, p. p. 8). Waiving the required fees for beneficiaries of international protection should therefore be encouraged.

Processing fees:



Of the four countries, **only Romania does not require fees to process a family reunification request.** In Slovakia, Bulgaria, and Poland, beneficiaries of international protection generally have to pay the same fees and costs as ordinary TCNs.[93] Fees are charged, amongst others, for the invitation (in Slovakia), visa and stay permit applications, translation, copying and legalization of documents, medical, and other tests.

Travel/family assistance budget:



Additional costs for documentation and travel are estimated to be high in all countries and vary significantly depending on the number of family members, the country of origin, the travel period and actual travel costs. One expert in Romania estimated the total average costs and fees per beneficiary at EUR 900, while focus groups with Somalis in Poland mentioned EUR 1,625. At the same time, none of the four countries provides any funding related to family reunification procedures. No policies or budgets to cover the expenses related to documents and travel could be identified. Nor is any housing or income assistance provided to sponsors to meet the conditions for the family reunification procedure.

Against this background, it is not surprising that beneficiaries of international protection interviewed in the IET project's focus groups mostly complain about the high costs and fees incurred. The financial situation of refugees and beneficiaries of subsidiary protection is typically precarious, especially if they have had no or only limited access to a country's labour market during the asylum procedure. In the absence of funding mechanisms, they might be put in even more precarious situations with greater risks of being exposed to exploitation. **Insurmountable costs can be a major obstacle to reuniting with family members.**

91 For guidance on the use of DNA testing, see UNHCR Note on *DNA Testing to Establish Family Relationships in the Refugee Context,* June 2008. Available online at: http://www.refworld.org/docid/48620c2d2.html

92 The application for a national visa for family members of beneficiaries of international protection includes a valid travel document and documentation proving the family relationship.

93 In Poland, the law also allows for a reduction or waiver of fees.

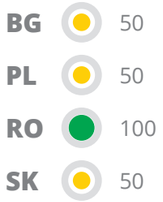
Length of the procedure

Discrepancies between maximum time limits and average duration in all countries.

Another important factor during the family reunification process is the length of the procedure. Taking into account that beneficiaries of international protection might have spent months or even years separated from their families during flight and status determination procedures, reunification procedures should be conducted within a reasonable timeframe without leading to extended separation and delays. In some cases, children might even grow too old to be eligible for family reunification, causing additional strain on separated families.

Discrepancies between the set maximum time limits and the average duration of family reunification procedures exist in all of the countries. The two-month (Poland) and three-month (Bulgaria and Slovakia) limit is hardly observed in practice. The average duration in Bulgaria, for instance, is reported to be at least six months. In Slovakia, processing times largely depend on the different visa application procedures.

Legal limits on the length of the procedure:



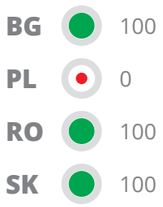
Of the four countries, only Romania has government instructions to finalise the procedure as soon as possible. At the same time, Romania also has the longest legal time limit for processing applications for family reunification (nine months). The maximum amount of time for the family reunification procedure is three months. According to the Romanian experts' assessment, however, the average duration of the family reunification is in practice one to two months, whereas the family unification procedure can actually take more than ten months.

Facilitating integration – legal and procedural obstacles

Once family members are reunited with their sponsor, prompt integration is another crucial aspect for successful reunification. Facilitated access to integration measures is just as important for family members as for their sponsors for which reason they should principally be granted the same protection status. Moreover, in order to avoid dependency, family members should have the possibility to obtain an autonomous permit at the earliest stage. Favourable conditions for integration also include support structures such as orientation programmes or language tuition as well as equal access to employment, healthcare, and social security. Similar to the above analysis of the legal and procedural obstacles to application for family reunification, the following section discusses legal and procedural obstacles when accessing support structures.

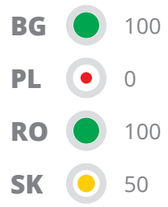
Type and duration of family members' status and permits

Type of permit:



In all countries but Poland, reunited family members will favourably obtain the same protection status as their sponsor, as long as they are recognized as beneficiaries of international protection themselves. If they undergo an individual refugee status determination procedure, upon recognition their protection status is independent of their sponsor's. The duration of the protection status is therefore at least as long as that for their sponsor status.

Duration of permit:



The path to independent status needs to be facilitated

Slovakia, however, is the only country that restricts the validity of the refugee status granted to family members to three years and one year in the case of beneficiaries of subsidiary protection. After three years, a new application is necessary and only if the conditions for refugee status still exist is protection granted for an indefinite time and independent from the sponsor. Beneficiaries of subsidiary protection, by contrast, do not even have access to an autonomous and indefinite permit in Slovakia.

In Poland, family members joining beneficiaries of international protection by using the family reunification procedure receive the least favourable treatment compared to all the other countries. They are only granted temporary residence permits and need to re-apply for a residence permit after two years. At this point, they are legally treated as ordinary TCNs and thereby have to fulfil all the criteria required for regular migrants.

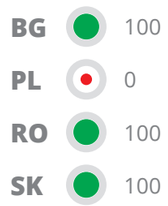
Within the scope of family unification procedures (not necessarily leading to protection), family members usually obtain a temporary residence permit. Reunited family members' only option for a permit autonomous of their sponsor is a permanent residence permit after five years of legal and continuous stay (four in Romania if the integration level is considered as 'sufficient'). In addition, they have to complete the general requirements (e.g. economic resources, language, and integration). This **long path to an independent status keeps family members reliant on their sponsor,** which may create dependency and problems within the family and undermine their integration, especially in cases of domestic violence. Moreover, in the event of a divorce or if the sponsor is no longer recognized as a refugee, for instance, the right to stay as a family member will be withdrawn.

Autonomous permits are generally granted to reuniting families after just a few years in the Nordic countries, Southern European countries, and traditional countries of immigration such as Australia and Canada (see the results from the Migrant Integration Policy Index, MIPEX).[94]

Access to services and support

Access to...

... integration support:



Equal status, rights, and access to integration support and services for families depend on their access to a protection status. Family members obtaining a protection status enjoy the same integration benefits as their sponsors in Bulgaria, Romania and Slovakia. However, if they only have residence status as family members, access to integration support is not available. Since reuniting family members of beneficiaries of international protection in Poland are only granted temporary permits they do not enjoy equal access to integration support.[95]

Regarding access to education, employment, and self-employment, family members receive equal rights as their sponsor in all four countries. In Poland and for individually recognized beneficiaries of international protection in Romania, these rights are equivalent to those of the nationals. In Slovakia, access to the labour market for

94 http://www.mipex.eu/

95 However, a possible solution for the time being is that the already reunited family members apply for refugee status and, if recognized, for integration programmes.

Access to...

... education:

BG 100
PL 100
RO 100
SK 100

... employment:

BG 100
PL 100
RO 100
SK 100

... vocational training:

BG 100
PL 0
RO 100
SK 100

... social security:

BG 100
PL 0
RO 100
SK 100

... healthcare:

BG 100
PL 50
RO 100
SK 100

persons with temporary residence is usually limited, but in case of family reunion (until a prospective legal change) family members granted temporary residence for the purpose of family unification are allowed to freely access the labour market. In Bulgaria, it is necessary to possess Bulgarian language skills in order to register for vocational training offered at the labour offices. A good practice is that, in order to facilitate (labour market) integration, newly recognized beneficiaries of international protection included in the NPIR attend a six-month language course upon whose completion they receive support to register at the labour offices.

In all countries but Poland, equal access to vocational training, social security, and healthcare is also provided if family members enjoy the same status as their sponsor. In Poland, however, family members only receive a temporary residence permit, restricting their access to vocational training and social security. Access to healthcare is generally possible. However, the payment of health insurance contributions is necessary and can be paid by the employer, the labour office or the foreigner himself/herself depending on his/her employment status.

Scope of support structures

Overall, limited state support for family members

State training programme:

BG 0
PL 0
RO 0
SK 0

Language course:

BG 0
PL 0
RO 0
SK 0

Generally, there are no specific state-provided orientation programmes for family members in the four countries. Family members should at least have access to the general state-provided integration programmes. This is the case in Bulgaria and Romania where family members with a protection status can participate in the state-provided integration programmes for 9 and 12 months, respectively. In Slovakia orientation is provided through NGOs.

Specialized state-supported professional training and re-qualification programmes are not available in the four countries. Nonetheless, in Bulgaria beneficiaries receive a six-month scholarship while enrolled in the language course and another three months for job and vocational training within the scope of the NPIR. In Poland, Romania and Slovakia, beneficiaries of international protection can theoretically participate in the labour offices' activities for unemployed persons. However, as reported for instance in Slovakia, no one has actually been registered.

None of the countries provides second-language tuition for family members of beneficiaries of international protection long enough to attain proficiency. Language learning support, if available at all, is limited to an orientation phase. In Poland and Slovakia, language tuition is only available through NGOs. Most of the projects these organizations implement are financed within the scope of the ERF. Specific state budgets on the integration of family members are lacking in the countries under review.

Budget for the integration of family members:

BG 0
PL 0
RO 0
SK MD

Procedures for vulnerable persons

The specific situation of vulnerable groups not taken into account

Facilitated conditions for vulnerable groups:

BG 0
PL 0
RO 0
SK 0

In all four countries, the family reunification requirements are not waived or reduced for specific vulnerable groups among applicants. To a limited extent and because it is practically impossible to impose some of the requirements, the procedure may be facilitated for unaccompanied children, always taking the best interest of the child into account. No special provisions exist for single parents, women (i.e. pregnant, single), or the elderly. The family reunification procedure can be much more difficult for all these vulnerable groups so that facilitation and support are especially needed. For example, two cases were reported of single mothers with significant problems with documentation in Slovakia and enormous travel costs in Romania. Given the little attention to vulnerable groups, it is not surprising that **no official data exist to monitor their needs and experiences** in the four countries.

Conclusion

Beneficiaries of a form of protection legally have the same access to family reunification. Only Slovakia limits favourable access and treatment to recognized refugees and excludes beneficiaries of subsidiary protection. Overall, the IET indicators point to both legal and procedural obstacles limiting and preventing beneficiaries of international protection from enjoying the right to family reunification.

During the application procedure, some legal obstacles appear. In all four countries the definition of dependant family members is limited. In Slovakia and Poland favourable treatment provisions are inadequate and in Poland unreasonable housing requirements are imposed.

All four countries allow beneficiaries of international protection to apply for family reunification upon recognition without any residence requirement. Likewise, no integration or language assessment is required. Contrary to this best practice, other requirements such as economic resources, accommodation or health insurance are not always reduced – in law or in practice.

The reported outcomes and refugees' experiences suggest that the biggest obstacles seem to arise more often in the procedures and practices. On one hand, existing favourable legal provisions are lagging behind in practice. For instance, legal time

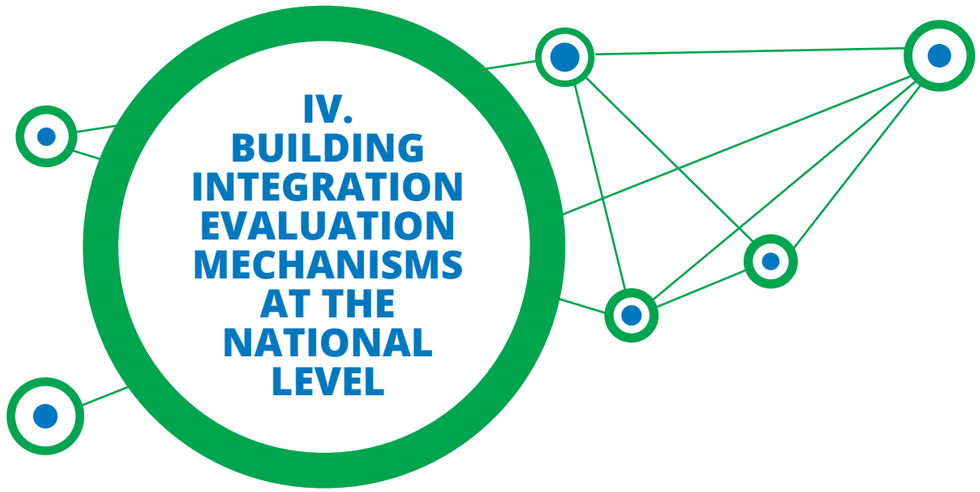
limits on the length of processing an application are not observed in practice (all countries) and requirements are considered as necessary even though beneficiaries of international protection are legally exempt from them (in Romania). On the other hand, high costs and inflexibility with documentation put considerable strain on beneficiaries of international protection who want to reunite with their families. Indeed, the high amount of costs involved, especially the insurmountable practical and travel costs, as well as problems obtaining the necessary documents in time are reported to be the main impediments and cause of delay in successfully reuniting with family members in all of the four countries.

More attention therefore needs to be paid to lowering the costs involved, for example through special funds or housing and income assistance. Exemptions or alternative methods for documentation should also be considered. Best-practice examples in this regard come from Bulgaria and Romania. In Romania, no fees are charged for the family reunification application (but other practical and travel costs are still high). In Bulgaria, in the case of non-availability of official documentation the law explicitly allows the sponsor to make a written declaration.

In Bulgaria and Romania, additional good practices can be observed related to legal provisions on family tracing (Bulgaria) and legal provisions to finalise the family reunification procedure with the least possible delay (Romania). Furthermore, both countries do not apply any time limit to the favourable treatment of beneficiaries of international protection. In Slovakia and Poland, by contrast, the applicants have to meet additional requirements if they do not apply within a period of three (Slovakia) and six months (Poland) from the moment they have been granted protection. The experiences of both the beneficiaries of international protection and the experts gathered within the scope of the IET confirm that it is practically impossible for refugees to go through the application process within this time limit. Beneficiaries of international protection are therefore confronted with additional requirements such as economic resources, housing, and health insurance, which are difficult to meet. In this context, the absence of financial assistance and lacking state support puts successful family reunification even more at risk.

Once reunited, equal status, rights and support for family members are contingent on their access to the same protection status as their sponsor. Where family members are only granted temporary residence permits, their access to integration support is severely hampered or even restricted.

To conclude, the present analysis suggests that, even though legal provisions might be in place, their practical implementation needs more attention. Better knowledge of the overall need for reunification in terms of the number of beneficiaries of international protection separated from their families and the number who wants to apply is necessary in order to properly assess the effectiveness and efficiency of relevant policies. Therefore, it is crucial that countries collect and maintain relevant data and statistics on the reunification and integration of families of beneficiaries of international protection.



The monitoring and evaluation of migrant integration has steadily become a prominent feature of debates and policies in the EU. Since 2004, the CBPs set out that developing clear goals, indicators and **evaluation mechanisms are necessary** to adjust policy, evaluate progress, and make the exchange of information more effective (CBP 11). The EC in particular has pushed for the implementation of the CBPs and in 2005 launched the Common Agenda for Integration (European Commission, 2005). With the Stockholm Programme of 2009, the EU institutions took a step further by developing a set of common "core indicators in a limited number of relevant policy areas (i.e. employment, education, social inclusion, and active citizenship) for monitoring the results of integration policies, in order to increase the comparability of national experiences […]" (Council of the European Union 2009, p. 65). The ambition was clear: to develop a coordination mechanism using a common reference framework. During the Justice and Home Affairs Council meeting on 13-14 December 2011, Member States proposed to work with the Commission to further use the common integration indicators as part of a non-binding coordination mechanism to improve existing structures and tools. Subsequently, the integration indicators landscape became even richer with the publishing of the Eurostat report on Indicators of Immigrant Integration (European Commission, 2011b)[96] and the OECD's similar work (OECD, 2012). Eventually, the EC published a report to better inform the understanding of how policies and outcomes can be measured and monitored. Specifically, the report entitled *Using EU Indicators of Immigrant Integration* (Huddleston, Niessen and Dag Tjaden, European Commission 2013) reconfirms the relevance and usefulness of the Zaragoza integration indicators (European Commission, 2011b) and highlights the presence of international and comparable data sources that can be used to calculate integration indicators. Not least, the EC study provides options to monitor the integration of immigrants and evaluate integration policies and therefore, proposes indicators that could be used to understand national contexts, evaluate the outcomes of policies and create targets to improve integration.

Despite this progress and the abundance of studies[97] on indicators of integration, by 2013 "accurate, significant, comparable data on refugees in the EU remain largely absent" (UNHCR, 2013, p. 32). Likewise, the presence of evaluation mechanisms is limited to certain national settings and usually mixes both economic migrants and beneficiaries of international protection (see the section below for certain examples). The establishment of the

96 The Zaragoza Declaration, adopted in April 2010 by EU Ministers responsible for immigrant integration issues, and approved at the Justice and Home Affairs Council on 3-4 June 2010, called upon the Commission to undertake a pilot study to examine proposals for common integration indicators and to report on the availability and quality of the data from agreed harmonized sources necessary for the calculation of these indicators. The so-called Zaragoza integration indicators have been identified in the following policy areas: employment, education, social inclusion, and active citizenship.

97 For more references, see UNHCR (2013, pp. 32-39), Huddleston, Niessen and Dag Tjaden, European Commission (2013), and Huddleston (2009).

new Asylum and Migration Fund (AMF) seemingly aims to fill this gap. According to the proposal put forward by the EC on the establishment of the AMF, evaluation will be a pivotal part of its existence. It is aiming to "support the development of an evaluation-based culture in the area of home affairs" [...] through "the design of a common framework for evaluation and monitoring as well as a system of indicators, taking into account, where appropriate, national indicators" (European Commission, 2011c). Specifically in relation to asylum, Article 6 of Chapter II in the EC proposal for the regulation on the launch of the AMF calls on the Member States to increase their capacity to develop, monitor, and evaluate their asylum policies. Specifically, paragraph b) of the article urges the Member States to implement "actions directly contributing to the evaluation of asylum policies, such as national impact assessments, surveys amongst target groups, the development of indicators and benchmarking" (European Commission, 2011c). While these are all encouraging developments, it is too early to assess the impact of their intentions. Nevertheless, the priorities at the EC level in this regard come to attest once more the importance of UNHCR's work with the IET.

Evaluation of refugee integration in selected countries

This section provides a few select examples of how evaluations of the integration of beneficiaries of international protection are carried out. Certain elements of various national systems using integration indicators were presented in Huddleston, Niessen and Dag Tjaden (2013, p. 64) and will thus not be presented here. However, it is noteworthy that of those examples showcased in the aforementioned report only Denmark, Norway and Sweden seem to include beneficiaries of international protection as a target of their integration evaluation policies and programmes. The list below is not exhaustive nor does it claim to be representative. It is solely meant to provide a varied picture of how integration evaluation is accomplished at the national level with a focus on holders of international protection status.

1. Dutch Integration Barometer

This initiative is led by the Dutch Council for Refugees, an independent, **non-governmental organization** founded in 1979. With one national office, 14 regional offices, and 310 local branches, it is active in 90 per cent of all local council districts in the Netherlands (7,000 volunteers, 600 paid staff). The national office supports the regional and local branches with advice, education and information. The Integration Barometer is a periodical study into the integration of refugees in the Netherlands (three editions have been published so far – 2005[98], 2006, 2009). The 2009 study used data retrieved from Statistics Netherlands. In short, this group included all those who had been given a (temporary) residence permit in the last ten years, who had permanent refugee status as of 1 January 2008, and who were registered in the local council personal records database. Various demographic categories of this group were analysed, including refugee status, type of residential area, relocation trends, labour market participation and benefit dependency. For each aspect, a comparison was made with immigrants who had arrived in the same period, but who had not applied for refugee status, and with the indigenous population. The Regioplan research bureau carried out a survey (questionnaire) amongst 473 refugees and conducted additional interviews. The questionnaire also looked at aspects such as language skills and social integration, qualifications and professional skills, work and income, social interaction, and personal identification with the Netherlands. Regioplan subsequently analysed the results of both the survey and the Statistics Netherlands data research and described its findings in the IntegratieBarometer 2009.[99]

2. France – Enquête Longitudinale sur l'Intégration des Primo-Arrivants (ELIPA[100])

In France, the Ministry of Interior, through its General Secretariat for Immigration and Integration is the institution responsible for migration and asylum matters. The Secretariat contains a specific statistical unit with two divisions: statistics (including administrative data treatments), surveys, and studies. The official integration statistics are produced in the surveys and studies division, in cooperation with the National Statistical Office. There have been several attempts at building up a national longitudinal survey to capture the characteristics of the diverse immigrant population in France since 2006. This one, a longitudinal survey on the integration of new migrants (ELIPA), is the official French survey on the topic, with support from the OECD, the European Commission, and other institutions. The ELIPA survey aims to gather knowledge about the socio-economic features of new migrants, from an 'integration point of view'. Specifically, it looks at the economic integration (activity, income), living conditions (housing, family life and social network, access to rights, and benefits), and human capital (education and knowledge of the French language), evaluation of public policies of reception (new migrants), conditions of migration and relations with the French administration. The gathered data are based on a pool of people who attended the compulsory medical examination before signing the 'reception and integration contract'. In total, they included approximately 100,000 people per year (97,736 in 2009, the base year for the survey). The sample encompasses family migration, economic migration, unclassified migration and refugees (but not asylum-seekers) and comprises 6,107 individuals. Those with a lower-level command of French are most probably underrepresented in the sample, but at the same time they are the ones who are supposed to have difficulties integrating into French society. Refugees are typically in this group.

3. Australia. Building a new life in Australia: The Longitudinal Survey of Humanitarian Migrants

The Department of Immigration and Citizenship is funding and developing a new longitudinal survey of humanitarian migrants to trace the settlement journey from arrival in Australia through to eligibility for citizenship. The survey commenced in 2013 and is planned to run through to 2017-18. Initial steps were taken in 2010, starting with a specialized workshop – Following Migrants Forward – that aimed to explore the benefits and challenges of a new longitudinal survey of immigrants.[101] In 2011, a Survey Reference Group was established comprising federal government officials and external stakeholders and experts. It will provide advice on the research methodology, survey design and recruitment of participants. Furthermore, a Technical Advisory Group, comprising experts in refugee resettlement and longitudinal survey methods and analysis, is assisting the Survey Reference Group. This group will provide advice and recommendations on technical matters. The Australian Institute of Family Studies (the Australian government's key research body in the area of family well-being) has been appointed to manage and implement the survey on behalf of the Department. Data collection will be conducted by Colmar Brunton Social Research (a market research agency). The first round of data collection began in October 2013. Future data collection phases will occur approximately annually until 2017. The sample size will be around 1,500 migrating families who were granted international protection before the survey commenced.

98 The Dutch Council for Refugees' Integration Barometer in 2005 was carried out using a questionnaire that was answered by a panel of 200 refugees and asylum-seekers, in-depth interviews with 25 people from the panel and a survey of 523 Dutch people. This last section was carried out by TNS NIPO (a market research agency). As a condition for participation in the panel, respondents had to be residents of the Netherlands for at least a year, with asylum as the migration motive. Family members of refugees who came to the Netherlands under the family reunification rules were also included in the survey. Due to the anonymity of refugees in many official records, it was not possible to create a panel using random sample testing. Consequently, refugees were approached by local branches of the Dutch Council for Refugees and several other organizations. This naturally introduces a certain bias because only people known to the Dutch Council for Refugees were surveyed. This was taken into account when analysing the results. Where possible, the findings were compared with other sources so that a greater insight was gained into the representativeness of the surveyed group. When putting the panel together, an attempt was made to create a balanced spread of age, gender, class, country of origin, length of residence, and place of residence. For the survey of the views of Dutch people, 523 people aged 18 or over were surveyed. This is a representative sample of the Dutch population. For details, see http://ec.europa.eu/ewsi/en/resources/detail.cfm?ID_ITEMS=7109

99 The study is available online – in Dutch only – at the following URL: http://www.regioplan.nl/publicaties/rapporten/vluchtelingenwerk_integratiebarometer_2009_een_onderzoek_naar_de_integratie_van_vluchtelingen_in_nederland

100 Longitudinal Survey of the Integration of First-time Arrivals. Description, reports and other documentation available online at http://goo.gl/AM1Gfn

101 You can read the papers presented during the event here: http://goo.gl/VylUh

4. Initiatives in Central Europe[102]

In **Bulgaria**, since 2009, the Bulgarian Council on Refugees and Migrants has been conducting an independent evaluation in the form of qualitative research of the implementation of the NPIR (2008-2010) and (2011-2013) under projects funded by the UNHCR Representation in Bulgaria and in partnership with the SAR. The objective of the so called monitoring report is to analyze the implementation of the NPIR in each year of its existence, to evaluate the prospects for the new NPIR (2014-2016), and to put forward some recommendations based on the challenges and best practices identified. The Monitoring Report is based on a multi-disciplinary approach and applies qualitative sociological methods and analyses of policies and the legal framework. The objective of the monitoring survey is to encompass as many categories from the target group as possible on the basis of the maximum variety model. Through this evaluation, there are normally 35 interviews, which are held with refugee or humanitarian status holders. In addition to these interviews, there were 15 interviews held with experts from SAR's Integration Center, governmental institutions, and NGOs.

In **Romania**, the Soros Foundation has conducted a study called the "Immigrant Integration Barometer" where they have focused on immigrants and TCNs. In their analysis they focus on the "integration of inclusion of the immigrants": the "ideal" of integration, the "vision" of integration - namely the fundamental rights for affirmation, public policies, and the specific legislation in Romania - and the "practice" of integration, which includes citizens' perceptions and the public institutions which implement specific policies and legislations.[103] The researchers first conducted desk research in order to assess the "ideal" integration and the "vision" of integration. The third part of the study focused on the "practice" related to reviewing data sources and collection methods in order to verify their hypothesis. Although the study only reviewed 13 dimensions of integration, this demonstrates that an evaluation of integration, even if only for immigrants, has been initiated in Romania unaccompanied children.

In **Hungary**, three surveys have been conducted by the Office of Immigration and Nationality (OIN). They began in 2006 with a pilot study, and in 2011 this addressed only the beneficiaries of international protection living in Budapest (approximately 400), using their registration addresses, and an interview guide of 40 questions. The OIN faced challenges when reaching out to respondents as the survey was carried out by its own employees. In 2012, the survey included all holders of international protection with a permanent address in Hungary (between 1,500 and 2,000). The questionnaire was equally long and respondents relied on volunteers (mainly students) to help fill them in.

In the **Czech Republic,** a different evaluation took place. Specifically, the Czech Republic sought to evaluate the integration programme offered to beneficiaries of international protection. Funded through the ERF, the evaluation encompassed approximately 200 persons (90 per cent refugees) evaluation and involved a partnership between the Ministry of Interior and academic institutions. The latter helped design the methodology in order to collect the relevant data.

To summarize, the approach to assessing the integration of beneficiaries of international protection seems to vary depending on the number of refugees, the level of political will and the resources at hand. Longitudinal studies appear to provide reliable and detailed information about the integration of refugees. However, these are quite expensive and might not suit countries with lower numbers of refugees. At the same time, a handful of other methods have been tried in other countries, which have often been costly and had varying results. Alternatively, a combination of methods and resources, including registry data, local surveys, the centre of aggregation method,[104] qualitative results and project evaluations, could be employed. The next section offers a list of elements of an integration evaluation mechanism.

102 Based partially on the information retrieved from the discussions held during the working group on the National Integration Evaluation Mechanism. The working group was part of the IET *Regional Roundtable on Integration of Beneficiaries of International Protection in Central Europe* held in Warsaw, Poland, on 22-23 April 2013. For more information on the event, see: http://www.migpolgroup.com/regional-roundtable-on-integration-of-beneficiaries-of-international-protection-in-central-europe-warsaw-poland/

103 Research and Documentation Center on Immigrants Integration. (2013). *Immigrants Integration Barometer*. Retrieved 22 November 2013 from http://www.cdcdi.ro/en/media/imigrants-integration-barometer

Integration evaluation mechanisms and refugee integration in Central Europe

One of the objectives of the project that this report forms part of is to support and promote comprehensive data collection and the accessibility of Governments and other stakeholders to reliable information on refugee integration issues, as well as information on other governments' practices, via an online integration evaluation tool (IET). The IET is an instrument that aims to clarify policy goals and the data we need to know in order to evaluate whether policies are working to achieve these goals. The indicators it comprises complement other work and, as illustrated in the previous chapter, also identify the differences in the experiences of beneficiaries of international protection. Through the use of experts, the IET identified gaps in policy, legislation and practice, provided evidence-based needs for policy decisions and informed the development and delivery of integration services and programmes.

The merits of the IET have been discussed in the previous chapters, particularly the methodology section. The ambition behind it is to provide a more comprehensive instrument both conceptually and qualitatively that captures the integration of beneficiaries of international protection. From these points of view, the IET exceeds the current outcome-based indicators and focuses on a specific group that is largely overlooked in the integration indicators literature. Furthermore, in the countries that it was tested, the IET raised awareness of the importance of data collection and the use of quality data for crafting policies and devising programmes and projects aimed at the integration of beneficiaries of international protection. This is definitely a step forward in a region where systematic data collection, especially in migration and asylum matters, is not a priority or is not done efficiently. One of the main strengths of the IET is that it rallied the support of the numerous institutions involved in – or at least, expected to be involved in – the integration policy. For instance, during the group meetings in Bulgaria experts from various line ministries, NGOs, research organizations, the central statistical office, and UNHCR sat together and discussed the shortcomings of data collection and ways to improve it. Likewise, in Poland the IET data collection process brought two institutions around the table that were collecting similar data on the access to education of beneficiaries of international protection. These institutions, however, were not aware that they might be duplicating efforts. In Slovakia, many of the organizations participating in the data collection stated that they would not have a problem extending their services to this group (e.g. vocational training). However, they were often not aware about their needs or existence, especially given that their mission or mandate does not specifically address this group. In Romania, although the National Employment Agency has an internal policy to include beneficiaries of international protection in its services, this had not happened by the time the data on access to employment were collected.[105]

These examples, together with the findings presented in the thematic sector, highlight three more advantages of the IET. First, there is a lack of mainstreaming of the rights of beneficiaries of international protection. This is one factor that causes the low awareness of relevant ministries, local authorities, and state agencies with respect to this group. Second, the tool not only indicates which policies have been effective, but also identifies areas of policy intervention. For example, beneficiaries of international protection should be on the priority lists for social housing by including them in the housing legislation. Third, and related to the

104 This method involves going to places where beneficiaries of international protection assemble such as social spaces, NGOs, restaurants, etc. and getting a representative sample. For more details on the 'centre of aggregation' method, see (Gianluca Baio, Blangiardo, & Blangi, 2011).

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previous two, the IET 'connects the dots' by consolidating the fragmented data that has been collected by the relevant institutions.

In its design and approach the IET has proven to be a reliable instrument for measuring integration policies in the four countries where it was piloted. However, the element that underpins the tool and upholds and confirms its worth is cooperation. Without institutional and individual (experts) cooperation, the findings would be void. It is this crucial component that glues the mechanism together. The IET is thus the backbone of the evaluation mechanism, the device that prompts the data collection, analysis, and presentation. Based on the piloting of the IET in the four countries and the examples listed above, certain elements can be proposed as integral parts of an integration evaluation mechanism.

1. A managing/coordinating institution. The leading institution of an integration evaluation mechanism at the national level should be able to garner the support of the most important organizations and actors in the field. These include line ministries and related agencies, local authorities, NGOs and other service providers, research institutions, and beneficiaries of international protection. In the first phase, these could be limited to the currently active bodies, but in the long term the participation of statistical offices and academia should be sought if these are not involved from the start. As the cases presented in the previous section of this chapter illustrate, the institution coordinating asylum issues, or a specialized agency or unit on integration matters, is usually managing such a mechanism, and its presence seems to be a prerequisite for such an endeavour.

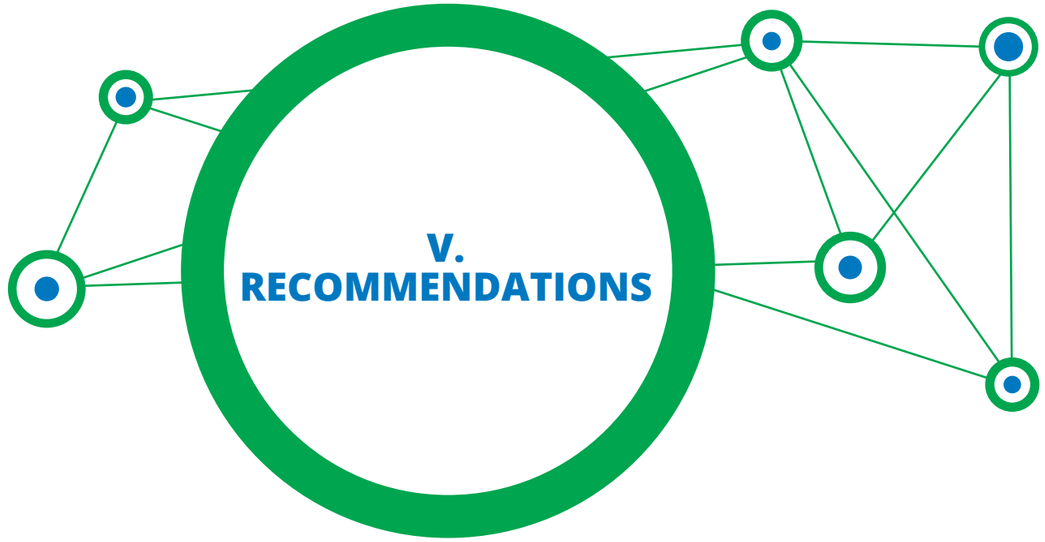
2. Data collection. This is a very important, time-consuming and at times challenging component. It requires the involvement of experts in data collection, data checking and harmonization. It requires a robust methodology, and the supervision and training of individuals who collect the data. Documenting the information collected is an imperative. Not least, access to diverse sources of data and drawing on a vast pool of expertise – see the 'joined-up approach' – are highly beneficial.

3. Data analysis. This entails the formulation of rules for scoring data, the data, and carrying out any training for the assessors of the data. The actual analysis requires a strong interdisciplinary approach and sound knowledge of the literature and debates on using indicators on migration and asylum, with a specific focus on refugee integration matters. This further comprises the ability to use the online data and incorporate it into the final report.

4. Online database/registry. An evaluation mechanism needs an online tool in order to centralize the data and a presentation website to showcase the results and various outcomes.

5. The involvement of beneficiaries of international protection. The involvement of beneficiaries of international protection in the design, implementation and evaluation of integration programmes and activities is another crucial element. Likewise, their participation in the mechanism – as experts, subjects of surveys, storytellers – is essential for the legitimacy of data.

6. Mainstreaming and policy-making. The mechanism and the data that it collects must be harnessed to adjust policies, revise laws, and prompt the mainstream authorities to include beneficiaries of international protection in their activities. This not only entails advocacy efforts, but reaching out to and engaging the decision-makers.



The above analyses reveal that comprehensively measuring integration requires a joined-up approach, namely a combination of various types of indicators, different experts, and a variety of sources. The integration evaluation tool (IET) establishes such an approach and makes up the core of a comprehensive integration evaluation mechanism.

Through its diverse lenses, the IET has identified several major gaps in the integration policies and practices of the four countries evaluated. Among these gaps, the fragmentation of the data collection systems, the intermittent cooperation among key stakeholders, and the emphasis on equal treatment without taking specific needs into account[106] have serious consequences for the integration opportunities and outcomes of beneficiaries of international protection. Furthermore, some policy makers are not particularly interested in these matters. This low interest is often justified by the small numbers of beneficiaries of international protection in these countries. Moreover, those small numbers are often misinterpreted by policy makers as meaning low interest in integration, thereby further reinforcing the limited importance policy makers accord to this issue. This is especially the case with family reunification.

However, the indicators employed in the IET have also identified certain promising practices. These practices are often merely features of a system that only partially facilitates access to services (e.g. a broader definition of family members in the context of family reunification, good practice in family tracing in Bulgaria, equal rights in the asylum legislation of all countries, and recognition of beneficiaries of international protection as disadvantaged job-seekers in Slovakia).

Moreover, the tool highlights the difficulties in obtaining information on the outcome indicators. This important gap should not be neglected because these indicators contribute greatly to the assessment of the effectiveness of policies. The IET not only indicates if policies have been effective, but also helps identify areas of policy intervention.

In brief, although beneficiaries of international protection have generally the same legal rights as nationals, the IET findings reveal that they face significant practical and procedural obstacles that hamper them from

106 This is the so-called paradigm of equal treatment, whereby beneficiaries of international protection are afforded rights equal to those of nationals. However, in practice, this neglects the importance of taking specific needs into account and translates into an absence of targeted support for this group. This is not a call for fewer rights for beneficiaries of international protection, but to point out the narrow understanding of the principle of equal treatment and the lack of a support system to enforce it.

enjoying their rights in all integration areas under review. The following recommendations aim to address these gaps. To this end, the recommendations will first highlight certain cross-cutting issues, and then focus on specific suggestions grouped according to the thematic areas analysed in Chapter III.

Cross-cutting recommendations

Data collection

The lack of reliable and accurate data about the beneficiaries of international protection in the four countries makes it very difficult to guarantee full access to integration services, monitor their progress, and assess the efficiency of ERF[107]- or state-funded programmes. Consequently, states should:

- Develop a data management system to systematically collect and share information about beneficiaries of international protection, including their total number and their integration needs, preferably in cooperation with relevant agencies and NGOs as well as local authorities.

- Continuously monitor and measure the integration outcomes of the beneficiaries of international protection, as well as their satisfaction with and views on the importance of integration services. Survey companies or academic institutions could be involved therein.

- Collect the following data:

    - Education: the total number of school-age children among asylum-seekers and beneficiaries of international protection, their enrolment and retention rates in the education system.

    - Employment and lifelong learning: the employment rate, unemployment and activity rates of asylum-seekers and beneficiaries of international protection,[108] adult asylum-seekers and beneficiaries of international protection in vocational training, information about the duration of the training, skills acquired, and results achieved.

    - Housing: percentage of beneficiaries of international protection owning housing, renting accommodation, and using temporary support services (both in cash and in-kind).

    - Family reunification: the number of beneficiaries of international protection who reunite and those who want to reunite[109]; information about family tracing needs and services.

- Release data on integration budgets broken down by integration sector and by categories of beneficiaries of international protection and/or activities provided.

107 Or those of the forthcoming Asylum and Migration Fund.

108 Information about self-employment rates and over-qualification is also desirable. The latter is defined here as employed persons who have attained a high educational level (i.e. having completed tertiary education), and have low- or medium-skilled jobs.

109 The latter should not only be understood in terms of those filing a request in this regard, but actually measure the need for family reunification. This should be assessed in terms of the number of such beneficiaries separated from their families and the number who want to apply.

- Monitor the needs and experiences of vulnerable groups among beneficiaries of international protection.

Mainstreaming

In order to ensure that beneficiaries of international protection fully enjoy their rights, states should:

- Recognize beneficiaries of international protection as a special needs group in mainstream legislation and allocate funding accordingly.

- Create and designate a specific mandate within the responsible ministries and/or agencies to mainstream beneficiaries of international protection into their work.

- Encourage the responsible ministries and agencies to establish a mechanism to: a) review legislation and policies to ensure beneficiaries of international protection have the same rights and access to services as nationals; and b) monitor the use of relevant policies and services as well as corresponding outcomes for beneficiaries of international protection. This could include regular stakeholder consultations as well as establishing official and formal partnerships with NGOs, temporarily relocating staff to various service providers to assist beneficiaries of international protection, etc.

- Engage social partners (such as trade unions, associations, national NGOs and other mainstream or specialised institutions) to include beneficiaries of international protection in their mission and activities.

Recommendations by integration area

Education

In order to guarantee the education of asylum-seeker children and children of beneficiaries of international protection and thus their successful participation in society, states should implement the below actions.

Enrolment and placement

- Reduce the time between an asylum application and school enrolment and avoid moving children during the asylum procedure to secure participation in school.

- Introduce clear, state-level criteria for assessing a child's prior learning and placing the children of beneficiaries of international protection in mainstream education.

- Introduce formal, specific and systematic school orientation and/or induction programmes for children and their parents who are beneficiaries of international protection.

Language and other educational support

- Increase the number of hours of language classes and improve their quality, including considering continuing the provision of language tuition after the completion of the initial course allowing children to acquire the language level needed to follow compulsory education.

- Design and implement targeted extra-curricular activities for children of beneficiaries of international protection, in partnership with schools, NGOs and local communities, in order to provide spaces for interaction with local communities and gain knowledge about their culture and customs.

- Raise awareness of and provide guidelines and special training to schools and teachers regarding the needs and rights of refugee children.

- Inform schools about the rules and regulations on available funding and suggest a partnership with NGOs to access funding and carry out activities.

Employment

In order to facilitate access to labour market for asylum-seekers and beneficiaries of international protection, states should mitigate the main obstacle therein, i.e. the limited awareness of their rights and needs. To this end, states should pursue the following directions.

Labour market access and participation

- Seek ways to cut to a minimum or eliminate the waiting periods required for asylum-seekers to access employment. Once granted the right to work, a work permit should be issued immediately.

- Encourage employment offices to provide adequate job opportunities or training for asylum-seekers commensurate with their skills and qualifications.

- Simplify access to employment for beneficiaries of subsidiary protection by granting them legal access on equal terms with refugees, and doing away with requirements they cannot fulfil.

- Consider alternative documents or design methods for assessing prior professional and educational qualifications.

- Provide targeted counselling and measures to facilitate access to or complement mainstream employment services. Include beneficiaries of international protection as a disadvantaged job-seeking group in the national employment strategy or plan.

- Facilitate self-employment by supporting financing options for entrepreneurs among beneficiaries of international protection, such as grants and micro-credits, and alternative income schemes. Assist in preparing a business plan, including information about the country's labour market, taxation, and regulatory framework.

Awareness-raising

- Inform employers and service providers (including private recruitment agencies) about the rights and obligations of beneficiaries of international protection.

- Organize awareness-raising sessions with human resources staff from a variety of employers' organizations. Inform financial institutions and loan providers about the specific situations of entrepreneurs who are beneficiaries of international protection and support them in obtaining more flexible conditions for a loan (e.g. to certify the documents needed for a loan that refugees have difficulties to provide).

Lifelong learning

In order to improve the employability of beneficiaries of international protection and thus enhance their integration into the labour market, states should implement the following measures. Several options are listed below.

Availability and scope of lifelong learning services

- Provide vocational training for asylum-seekers in reception centres in partnership with an accredited lifelong learning body in the country. Alternatively, integration authorities could form partnerships with these organizations in order to deliver relevant services outside reception centres.

- Ensure the flexibility in accessing vocational training for beneficiaries of international protection e.g. to accept alternative documents for certifying education from the country of origin or conduct tests to examine the previous level of education. Where knowledge of a certain level of the national language is necessary to access mainstream vocational education and training (VET), the involvement of NGOs that provide services to such beneficiaries and assist with interpretation is essential.

- Empower NGOs providing VET to beneficiaries of international protection to enter a formal partnership with the state institutions responsible for lifelong learning in order to have their VET services accredited and secure that trainings match the requirements of the labour market. Alternatively, such NGOs should offer language courses and financial assistance to beneficiaries of international protection to enrol in mainstream vocational training. Not least, VET state institutions could provide staff to these NGOs in order to help beneficiaries of international protection to access and enjoy lifelong learning services.

- Ensure that vocational training and other employment-related education providers to take into consideration the specific situation facing vulnerable persons receiving international protection and adapt their services to their needs.

Housing

In order to ensure that beneficiaries of international protection enjoy their right to housing as derived from the 1951 Refugee Convention and the EU Qualification Directive[110], states should choose from among the courses of action enumerated herewith.

Starting point and transition to independent housing

- Create opportunities for asylum-seekers to live outside reception centres by securing adequate financial allowances or by enabling earlier access to employment as recommended above. Likewise, upon status recognition and/or completion of the state-funded integration programme, beneficiaries of international protection should receive extensive support, including financial help, allowing them to move into independent housing.

- Cooperate actively with NGOs providing assistance to asylum-seekers and beneficiaries of international protection to ensure there is a well-defined, individual assistance plan to find housing upon status recognition.

- Expand the housing quality criteria beyond security of tenure and affordability of housing. Other factors such as the availability of subsidies, proximity of members from their own community or peer groups, access to good employment opportunities, and the prevention of overcrowding should also be considered.

Effective access to housing

- Lobby the local authorities to exempt beneficiaries of international protection from any nationality, previous residence, and official registration requirements in order to access housing and housing benefits in the major cities.

- Work with NGOs and UNHCR to inform local authorities about the rights and obligations of beneficiaries of international protection. In particular, local authorities in charge of housing should be notified that refugee identity cards can be used to file an application for social housing.

- Ensure that vulnerable groups among beneficiaries of international protection are eligible for mainstream housing benefits. At a minimum, they should be offered free and unlimited stay in the reception centres or at least until they can become self-reliant.

Housing support

- Introduce targeted long-term in cash and/or in-kind housing support for beneficiaries of international protection. As a minimum requirement, states should introduce targeted temporary state-support in cash for this group and ensure practical access by removing prohibitive requirements, if any (e.g. residency requirements).

110 *DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted (recast),* November 2011, Brussels. Available at: http://register.consilium.europa.eu/pdf/en/11/pe00/pe00050.en11.pdf.

- Inform the beneficiaries of international protection in a clear manner about the available housing support, whether short- or long-term, in cash or in-kind.

- Encourage partnerships between NGOs and law firms in order to offer representation by qualified lawyers in efforts by beneficiaries of international protection to access housing, including when entering into lease contracts with private owners.

Family reunification

In order to enable the beneficiaries of international protection to realize their right to family life and family unity through family reunification, states should consider the subsequent policy recommendations.

Exercising the right to family reunification

- Expand the right to family reunification for beneficiaries of international protection beyond the core family in order, where relevant, to account for their exceptional circumstances. Related to this, states should define the term 'dependency' to not only include financial factors but also physical, psychological, and emotional attachment.

- Enforce the legislative clauses that exempt beneficiaries of international protection from the economic, housing, and health insurance requirements. The procedure should be transparent and the criteria clearly communicated to the applicants.

- Where applicable, eliminate or expand the time limits for favourable treatment to a reasonable period (e.g. one year) in order to grant de facto access to family reunification. Favourable treatment should cover all beneficiaries of international protection, if not yet already secured.

- Waive or relax the family reunification requirements for specific vulnerable persons among applicants.

Family reunification procedure

- Accept other evidence of the existence of family relationships (personal photos, letters, statements from the sponsor, etc.) as a proof of family links. Furthermore, rejections are not to be based solely on a lack of documentary evidence proving family links.

- Set legal provisions and related funding for family tracing in the State budget, if necessary. Partnership with and the funding of NGO services should be considered as an alternative, provided that the funding is allotted regularly and sufficiently. Facilitate the acquisition of travel documents without additional expenses for those family members requiring a visa to travel to the sponsor's country of asylum.

- Reduce the financial burden on beneficiaries of international protection applying for family reunification if they do not have sufficient financial resources. Examples of cost-cutting measures include exempting them from paying fees for processing the family reunification request, fee waivers for the invitation, visa and stay permit applications, translation, copying and legalisation of documents, and/or medical tests. Furthermore, states are strongly encouraged to consider expanding their policies and budgets to at

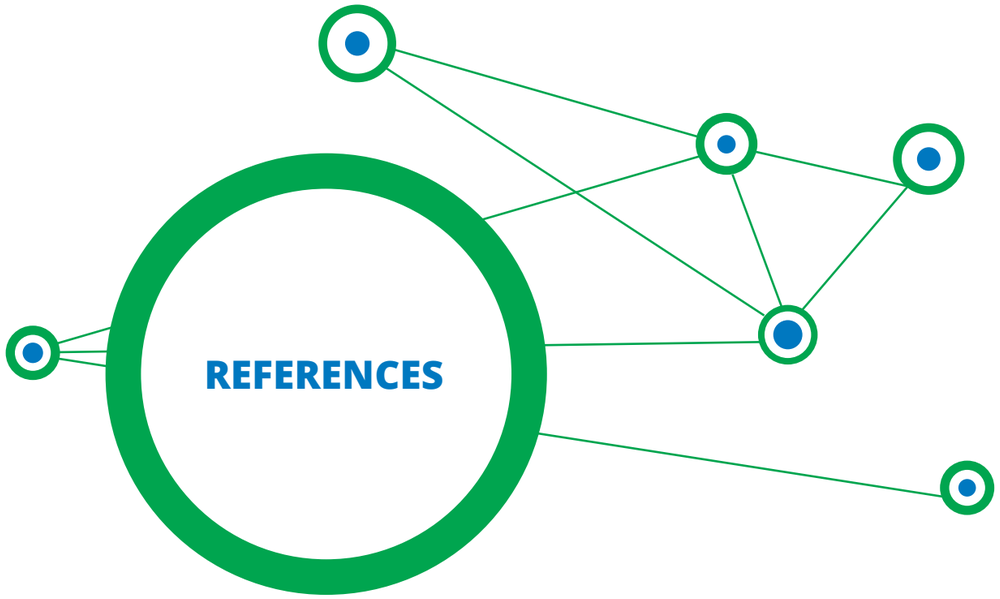
least partially cover the travel-related costs, including by inviting donations from the private sector or through the future Asylum and Migration Fund.

- Given that beneficiaries of international protection might have spent months or even years separated from their families during flight and status determination procedures, reunification procedures should be conducted within a reasonable timeframe, without leading to extended separation and delays. The maximum limits set in the law should be adhered to in practice and government instructions should foresee finalization of the procedure as soon as possible.

Facilitating integration of family members reunited with their sponsor

- All family members of beneficiaries of international protection reunited with their sponsor to be granted an autonomous and indefinite permit and/or status as soon as possible in order to avoid dependency on the sponsor and the state welfare system. Consequently, family members should also be granted equal access to education, employment, self-employment, vocational training, social security, and healthcare.

- Should include reunited family members in state-provided orientation programmes or at least grant them access to the general state-led integration programme. Likewise, States should enable their long-term access to language courses by forming partnerships with schools and NGOs assisting beneficiaries of international protection.



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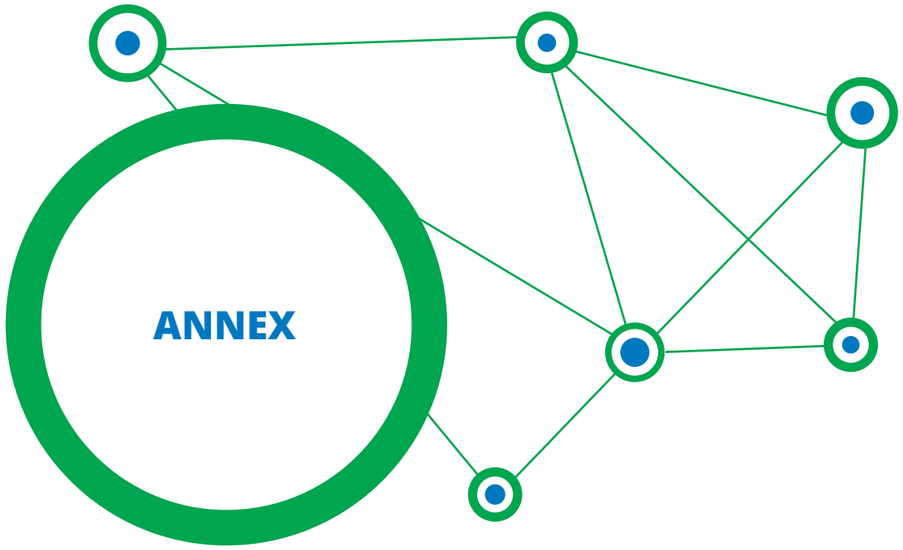


Table 1. Indicators on education of children of beneficiaries of international protection

Indicator: Enrolment rate of children of asylum-seekers in primary/secondary education	
What it means: How many of the children of asylum-seekers were enrolled in primary and secondary education in the last calendar year?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).	
Title: % children of asylum-seekers in education	
Any comments or references?	
Indicator: Average time between an asylum application and the enrolment of children in primary/secondary education/preparatory educational programmes	
What it means: How long did it take, on average in the last calendar year, for the children of asylum-seekers to be enrolled in school?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).	
Title: Time between application and enrolment	
Any comments or references?	

Indicator: Access to primary and secondary education			
What it means: Which groups' minor children have the legal right to equal treatment in primary and secondary education?			
To do: Put X in one box that best fits your country's situation	**Is this group treated the same as nationals?**	**Is this group treated under the conditions that are most favourable for foreigners (i.e. like long-term residents)?**	**Do additional restrictions apply to this group? (please comment)**
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Access to education for vulnerable persons Must education policy take into account the specific situation of vulnerable persons receiving international protection?			
What it means: a. Is this group identified as a vulnerable group in the mainstream education system? b. Are targeted education programmes for the children of beneficiaries of international protection adapted for this group?			
To do: Put X in one box that best fits your country's situation	**a and b are required in law**	**only one is required in law (please comment)**	**Neither are required in law**
Unaccompanied minors			
Victims of torture, rape, other forms of trauma			
Other groups (please comment)			
Any comments or references?			

Indicator: Placement in the compulsory school system			
What it means: How are the children of beneficiaries of international protection placed in the school system? a) The state provides nation-wide assessors and/or criteria to assess their prior learning. b) The state provides guidelines for assessments where documentary evidence from the country of origin is unavailable (i.e. assessments of personal development, skills, needs). c) The state provides measures to avoid that children have to change their place of schooling during the asylum procedure. d) The state provides a mechanism to monitor the placement of these children in "special needs" schools (i.e. those intended for children with learning disabilities)			
To do: Put X in one box that best fits your country's situation	**Does the state provide all four?**	**Does the state provide at least one of these? (please specify)**	**None of these are provided by the state.**
Length (the maximum number of hours of instruction)			
Any comments or references?			

Indicator: Orientation in the compulsory school system			
What it means: How are the children of beneficiaries of international protection oriented in the school system and the mainstream classroom? a) The state provides for a one-time school orientation/induction programme. b) The state provides on-going, additional hours of second-language instruction.			
To do: Put X in one box that best fits your country's situation	**Does the state provide both?**	**Does the state provide at least one of these? (please specify)**	**None of these are provided by the state.**
Length (the maximum number of hours of instruction)			
Any comments or references?			

Indicator: Period of school orientation/induction programme	
What it means: How long does the state take to orient these students to the compulsory school system?	
To do: Put the number of hours of instruction in the box that best fits your country's situation	**For the children of beneficiaries of international protection (please specify if this does not apply to a specific group)**
Length (the number of hours of instruction)	
Any comments or references?	

Indicator: Provision of second language learning for children			
What it means: For how long can these students benefit from in-school second-language tuition?			
To do: Put number of hours in one box that best fits your country's situation	**Enough to attain proficiency (please specify)**	**Fixed number of hours after orientation phase (please specify)**	**Limited to an orientation phase (i.e. 1 year) (please specify)**
Hours of second-language tuition			
Any comments or references?			

Indicator: Access to post-secondary and tertiary education			
What it means: Which groups have the legal right to equal treatment in post-secondary and tertiary education?			
To do: Put X in one box that best fits your country's situation	**Must this group be treated the same as nationals?**	**Must this group be treated under the conditions that are most favourable for foreigners (i.e. like long-term residents)?**	**Do additional restrictions apply to this group? (please comment)**
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Targeted child education budgets		
What it means: The annual budget actually spent in the last calendar year on targeted child education (converted into euros), from primary to tertiary education. This includes additional financial allocations to school districts, provision of special courses, study grants/scholarships, etc.		
To do: Calculate the # in each of the three boxes (including 0)	**Total budget for targeted child education**	**Total per beneficiary**
From European Refugee Fund		
From other EU Funds (i.e. Social Fund, Daphne, please specify)		
From state budget related to co-financing for ERF + EU funds		
From state budget not related to EU co-financing		
From private donors (please specify)		
From UNHCR		
Total		
Any comments or references?		

Indicator: Responsibility for mainstreaming refugees in education			
What it means: Who within the ministry responsible for education is mandated to ensure that the ministry mainstreams refugees into their work? A senior official? A responsible unit/agency?			
To do: Put X in one box that best fits your country's situation	**Both at senior official and unit/agency level (name both in comments)**	**Only one (name in comments)**	**Neither are responsible by law**
Title: Responsibility for mainstreaming in education			
Any comments or references?			

Indicator: Mainstreaming refugees into education legislation			
What it means: Are beneficiaries of international protection recognised as vulnerable/special needs group in education legislation?			
To do: Put X in one box that best fits your country's situation	**Are these groups explicitly identified in mainstream legislation?**	**Are they only identified in foreigners/ asylum legislation?**	**Neither**
Title: Education legislation			
Any comments or references?			

Indicator: Mechanisms to mainstream refugee integration into education			
What it means: Does the ministry responsible for education have a mechanism to: a) Review its legislation and policies to ensure that beneficiaries of international protection have the same access to primary, secondary, and tertiary education as nationals? b) To monitor the use of education policies and services and the learning outcomes for the children of beneficiaries of international protection			
To do: Put X in one box that best fits your country's situation	**Does the ministry responsible for health have a and b in place?**	**Does it have at least one in place? (please comment)?**	**Are neither currently in place?**
Title: Mechanisms to mainstream refugee integration into education			
Any comments or references?			

Indicator: The involvement of social partners and civil society in children's education			
What it means: Have the main national social partners and civil society organisations in the education sector become involved in refugee integration? a) Have they included beneficiaries of international protection in their mission statement and activities? b) Has they undertaken capacity-building, training, partnership projects to improve how health services are delivered to beneficiaries of international protection?			
To do: Put X in one box that best fits your country's situation	**a and b**	**only one (please comment)**	**Neither**
Title: Involvement of social partners and civil society in education			
Any comments or references?			

Indicator: Partnership on education with an NGO specialised on refugees and integration			
What it means: Does the state work in a partnership with a specialised NGO to: a) Review education legislation, services, and outcomes for beneficiaries of international protection? b) Provide staff to assist beneficiaries of international protection to access education services?			
To do: Put X in one box that best fits your country's situation	**a and b**	**only one (please comment)**	**Neither**
Title: Education partnership with specialised NGO			
Any comments or references?			

Indicator: Enrolment rate of children of beneficiaries of international protection in primary/ secondary education				
What it means: What per cent of the children of international protection are enrolled in primary and secondary education?				
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).	**In compulsory education**	**In special orientation support**	**In supplemental language support**	**In other supplementary support**
Title: % children of beneficiaries of international protection in education				
…% of children reunited with beneficiaries of international protection?				
Any comments or references?				

Indicator: Participation in special needs education	
What it means: What per cent of vulnerable children received special needs educational support last year? (i.e. unaccompanied minors, victims of torture or other forms of trauma)	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).	
Title: Participation in special needs education	
Any comments or references?	

Indicator: Satisfaction with targeted education support	
What it means: What per cent of beneficiaries of international protection and their children in compulsory education were satisfied with the targeted support received in compulsory education?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).	
…for recognised refugees?	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
Any comments or references?	

Indicator: Enrolment in post-secondary and tertiary education		
What it means: What per cent of adult beneficiaries of international protection were enrolled in the last calendar year or have completed post-secondary or tertiary education?		
To do: Calculate the % for each box.	**% enrolled in last calendar year**	**% completed**
…for recognised refugees?		
…for beneficiaries of subsidiary protection?		
…for resettled refugees? (if no programme, leave blank)		
…for their reunited working-age family members?		
Any comments or references?		

Indicator: Satisfaction with targeted support in post-secondary/tertiary education	
What it means: What per cent of beneficiaries of international protection enrolled in post-secondary and tertiary education were satisfied with the targeted support that they received?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).	
…for recognised refugees?	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
…for their reunited working-age family members?	

Table 2. Indicators on employment of beneficiaries of international protection

Employment rate for asylum-seekers	
What it means: How many working age asylum-seekers were legally employed in the last calendar year?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)	
Asylum-seekers' employment rate:	
References:	

Per cent of asylum-seekers satisfied that their jobs matches their skills and qualifications		
What it means: How many employed asylum-seekers in the last calendar year thought their job matched their skills and qualifications?		
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)		
	% satisfied that job matched their skills and qualifications	**% satisfied that salary met their basic needs**
Asylum-seekers' employment level:		
References:		

Immediate access to employment, self-employment, and liberal professions			
What it means: Which groups have the legal right to equal treatment in employment?			
To do: Put X in one box that best fits your country's situation			
	Must this group be treated the same as nationals?	**Must this group be treated under the conditions that are most favourable for foreigners (i.e. like long-term residents)?**	**Do additional restrictions apply to this group? (please comment)**
...recognised refugees?			
...beneficiaries of subsidiary protection?			
...resettled refugees? (if no programme, leave blank)			
References:			

Access to employment for vulnerable persons			
What it means: Must employment policy and services take into account the specific situation of vulnerable persons receiving international protection? a. Is this specific group identified as a vulnerable group in eligibility for mainstream employment services? b. Is the targeted employment support for beneficiaries of international protection specifically adapted for this group?			
To do: Put X in one box that best fits your country's situation			
	a and b are required in law	**only one is required in law (please comment)**	**Neither are required in law**
Unaccompanied minors			
Single parents			
Women (i.e. pregnant, single)			
Elderly			
Victims of torture, rape, other forms of trauma			
Other groups (please comment)			
References:			

Recognition of foreign diplomas, certificates, and other evidence of formal qualifications			
What it means: Does this group go through the same procedures as nationals to have non-EU diplomas or other qualifications recognised in the country?			
To do: Put X in one box that best fits your country's situation			
	Does this group go through the same procedure as nationals who acquired non-EU qualifications?	**Does this group go through a different procedure?**	**Is there no formal procedure to recognise non-EU qualifications?**
...recognised refugees?			
...beneficiaries of subsidiary protection?			
...resettled refugees? (if no programme, leave blank)			
References:			

Support in the recognition procedure
What it means: Does the procedure take into account the special needs of beneficiaries of international protection? a. If documents from the country of origin are unavailable, does the procedure accept alternative documents or methods of assessments like tests or interviews? b. Does the state provide financial or technical assistance to complete the procedure (i.e. to acquire or translate documents or pass exams)
To do: Put X in one box that best fits your country's situation

	Does the procedure provide for both A and B?	Does the procedure provide for at least one of these? (please comment)	Does the procedure provide for neither?
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			
References:			

Job-seeking counselling and positive action

What it means: Do job-seekers from this group have access to targeted support in addition to mainstream services for the population? a. Specialised staff (either within mainstream services or through separate state-funded programmes) b. Positive action programmes (i.e. subsidies for employers, job placement services, "on-the-job" trainings)

To do: Put X in one box that best fits your country's situation

	Do they have access to a and b? (please comment)	Do they only have access to one? (please comment)	Do they only have access to mainstream services?
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			
References:			

Targeted support for entrepreneurs

What it means: How does the state support entrepreneurs who are beneficiaries of international protection? a. The state uses criteria to identify eligible and capable candidates (i.e. former SME owners, workers with skills that are not traditional or easily transferable, women) b. The state provides targeted support/ assistance with the preparation of a business plan (i.e. information on taxation, regulatory framework, market) c. The state provides financial/logistical support in start-up and running the business (i.e. grants and micro-credits, access to credit, favourable terms for schemes/loans, initial capital outlay, alternative income/social support, on-going business development activities)

To do: Put X in one box that best fits your country's situation

	Does the state do all three?	Does the state do at least one of these? (please specify)	None of these
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			
References:			

Employment budgets after status recognition

What it means: The annual budget actually spent in the last calendar year on employment services after status recognition (converted into euros)

To do: Calculate the # in each of the three boxes (including 0)

	Total employment budget after status recognition	Targeted employment services per beneficiary	Targeted support for recognition procedures/courses per beneficiary
From European Refugee Fund			
From other EU Funds (i.e. Social Fund, Daphne, please specify)			
From state budget related to co-financing for ERF + EU funds			
From state budget not related to EU co-financing			
From non-state actors (please specify)			
From UNHCR			
Other sources			
Total			
References:			

Responsibility for mainstreaming refugees in employment

What it means: Who within the ministry responsible for employment is mandated to ensure that the ministry mainstreams refugees into their work? A senior official? A responsible unit/agency?

To do: Put X in one box that best fits your country's situation

	Both at senior official and unit/agency level (name both in comments)	Only one (name in comments)	Neither are mandated
Responsibility for mainstreaming in employment:			

References:			

Mainstreaming refugees into labour legislation

What it means: Are beneficiaries of international protection recognised as vulnerable/special needs group in labour legislation?

To do: Put X in one box that best fits your country's situation

	Are these groups explicitly identified in mainstream legislation?	**Are they only identified in foreigners/ asylum legislation?**	**They are not recognised as a vulnerable/special needs group in either legislation.**
Labour legislation:			
References:			

Mechanisms to mainstream refugee integration into employment

What it means: Does the ministry responsible for employment have a mechanism to: a. Review its legislation and policies to ensure that beneficiaries of international protection have the same access to employment as nationals? b. To monitor the use of employment policies and services and the employment outcomes for beneficiaries of international protection

To do: Put X in one box that best fits your country's situation

	Does the ministry responsible for employment have a and b in place?	**Does it have at least one in place? (please comment)**	**Are neither currently in place? (please comment)**
Mechanisms to mainstream refugee integration into employment:			
References:			

The involvement of social partners and civil society in employment

What it means: Have the main national social partners (employers, unions) and civil society organisations in employment sector become involved in refugee integration? a. Have they included beneficiaries of international protection in their mission statement and activities? b. Has they undertaken capacity-building, training, partnership projects to improve how employment services are delivered to beneficiaries of international protection?

To do: Put X in one box that best fits your country's situation

	a and b	**only one (please comment)**	**Neither (please comment)**
Involvement of social partners/civil society in employment:			
References:			

Partnership on employment with an NGO specialised on refugees and integration

What it means: Does the state work in a partnership with a specialised NGO to: a. Review employment legislation, services, and outcomes for beneficiaries of international protection? b. Provide staff to assist beneficiaries of international protection to access employment services?

To do: Put X in one box that best fits your country's situation

	a and b	**only one (please comment)**	**Neither (please comment)**
Employment partnership with specialised NGO:			
References:			

Acceptance rate for recognition of skills/qualifications

What it means: What per cent of beneficiaries of international protection in the last calendar year who applied have their skills/qualifications recognised?

To do: Calculate the % for each box.

…recognised refugees?	
…beneficiaries of subsidiary protection?	
…resettled refugees? (if no programme, leave blank)	
References:	

Satisfaction with recognition of skills/qualifications

What it means: What per cent of beneficiaries of international protection in the last calendar year who applied were satisfied that the procedure properly recognised their skills and qualifications?

To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)

…recognised refugees?	
…beneficiaries of subsidiary protection?	
…resettled refugees? (if no programme, leave blank)	
References:	

Employment rate for beneficiaries of international protection					
What it means: What per cent of beneficiaries of international protection in the last calendar year were in employment?					
To do: Calculate the % for each box.					
	Employ-ment rate	**Self-employment rate**	**In part-time legal em-ployment**	**With a temporary work contract**	**With a permanent work contract**
…recognised refugees?					
…beneficiaries of subsidiary protection?					
…resettled refugees? (if no programme, leave blank)					
…for their reunited working-age family members?					
References:					

Satisfaction of beneficiaries of international protection with their job		
What it means: What per cent of beneficiaries of international protection in the last calendar year were satisfied that their job matched their skills and qualifications? And that their salary met their basic needs?		
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)		
	% satisfied that job matched their skills and qualifications	**% satisfied that salary met their basic needs**
…recognised refugees?		
…beneficiaries of subsidiary protection?		
…resettled refugees? (if no programme, leave blank)		
..for their reunited working-age family members?		
References:		

Table 3. Indicators on Lifelong learning for beneficiaries of international protection

Adult asylum-seekers in vocational training		
What it means: How many asylum-seekers were enrolled in the last calendar year or have completed mainstream or targeted vocational training? Note: UNHCR considers that reception policies are more effective if they are guided by the potential longer term outcomes of the process including the integration of those persons who are ultimately recognised to be in need of international protection. ("The Link between the reception and integration phases," in UNHCR Note on Refugee Integration in Central Europe).		
To do: Calculate the % in each of the two boxes		
	% enrolled in last calendar year	**% completed**
Asylum-seekers in vocational training:		
References:		

Per cent of asylum-seekers satisfied that vocational training improved their skills	
What it means: How many asylum-seekers in vocational training in last calendar year were satisfied that it improved their skills?	
For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)	
Asylum-seekers' satisfaction with training:	
References:	

Access to vocational training and employment-related education for beneficiaries of international protection			
What it means: Which groups have the legal right to equal treatment in vocational training and other areas of employment-related education?			
To do: Put X in one box that best fits your country's situation			
	Does this group have the same access as nationals?	**Must this group be treated under the conditions that are most favourable for foreigners (i.e. like long-term residents)?**	**Do additional restrictions apply to this group? (please comment)**
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			

References:	

Access to vocational training and other employment-related education for vulnerable persons

What it means: Must vocational training and other employment-related education take into account the specific situation of vulnerable persons receiving international protection? a. Is this group identified as a vulnerable group in eligibility for mainstream training and education programmes? b. Is the targeted training/education for beneficiaries of international protection specifically adapted for this group?

To do: Put X in one box that best fits your country's situation

	a and b are required in law	only one is required in law (please comment)	Neither are required in law (please comment)
Unaccompanied minors			
Single parents			
Women (i.e. pregnant, single)			
Elderly			
Victims of torture, rape, other forms of trauma			
Other groups (please comment)			
References:			

Period of state-supported job/vocational training

What it means: For how long can this group benefit from free job/vocational training, either targeted or mainstreamed? (please specify if different)

To do: Put the number of hours of instruction in the box that best fits your country's situation

	Recognised Refugees	Beneficiaries of subsidiary protection	Resettled refugees (if no programme, leave blank)
Length (the maximum number of hours of instruction):			
References:			

Targeted lifelong learning budgets after status recognition

What it means: The annual budget actually spent in the last calendar year on vocational training and employment-related education for beneficiaries of international protection after status recognition (converted into euros). This includes fee-free or preferential rate courses and study grants/scholarships. It does not include language and social orientation courses

To do: Calculate the # in each of the three boxes (including 0)

	Total budget for targeted vocational training/employment-related education in post-reception phase	Total per beneficiary
From European Refugee Fund		
From other EU Funds (i.e. Social Fund, Daphne, please specify)		
From state budget related to co-financing for ERF + EU funds		
From state budget not related to EU co-financing		
From non-state actors (please specify)		
From UNHCR		
Other source (please specify)		
Total		
References:		

Responsibility for mainstreaming refugees in lifelong learning policies

What it means: Who within the ministry responsible for lifelong learning is mandated to ensure that the ministry mainstreams refugees into their work? A senior official? A responsible unit/agency?

To do: Put X in one box that best fits your country's situation

	Both at senior official and unit/ agency level (name both in comments)	Only one (name in comments)	Neither are mandated
Responsibility for mainstreaming in lifelong learning:			
References:			

Mainstreaming refugees into lifelong learning legislation

What it means: Are beneficiaries of international protection recognised as vulnerable/special needs group in lifelong learning/vocational training legislation?

To do: Put X in one box that best fits your country's situation

	Are these groups explicitly identified in mainstream legislation?	Are they only identified in foreigners/ asylum legislation?	They are not recognised as a vulnerable/special needs group in either legislation.
Lifelong learning legislation			

References:	

Mechanisms to mainstream refugee integration into lifelong learning

What it means: Does the ministry responsible for lifelong learning have a mechanism to: a. Review its legislation and policies to ensure that beneficiaries of international protection have the same access to lifelong learning as nationals? b. To monitor the use of lifelong learning policies and services and the learning outcomes for beneficiaries of international protection

To do: Put X in one box that best fits your country's situation

	Does the ministry responsible for lifelong learning have a and b in place?	Does it have at least one in place? (please comment)?	Are neither currently in place?
Mechanisms to mainstream refugee integration into lifelong learning:			
References:			

The involvement of social partners and civil society in lifelong learning

What it means: Have the main national social partners and civil society organisations in the lifelong learning sector become involved in refugee integration? a. Have they included beneficiaries of international protection in their mission statement and activities? b. Has they undertaken capacity-building, training, partnership projects to improve how lifelong learning services are delivered to beneficiaries of international protection?

To do: Put X in one box that best fits your country's situation

	a and b	only one (please comment)	Neither (please comment)
Involvement of social partners and civil society in lifelong learning:			
References:			

Partnership on lifelong learning with an NGO specialised on refugees and integration

What it means: Does the state work in a partnership with a specialised NGO to: a. Review lifelong learning legislation, services, and outcomes for beneficiaries of international protection? b. Provide staff to assist beneficiaries of international protection to access lifelong learning services?

To do: Put X in one box that best fits your country's situation

	a and b	only one (please comment)	Neither (please comment)
Lifelong learning partnership with specialised NGO:			
References:			

Adult beneficiaries of international protection in vocational training

What it means: What per cent of beneficiaries of international protection were enrolled in the last calendar year or completed mainstream and targeted vocational training?

To do: Calculate the % for each box.

	Total % enrolled in last calendar year	Total % completed	% enrolled in targeted	% completed targeted	% enrolled in mainstream	% completed mainstream
…recognised refugees?						
…beneficiaries of subsidiary protection?						
…resettled refugees? (if no programme, leave blank)						
…for their reunited working-age family members?						
References:						

Participation in special needs vocational training

What it means: What per cent of vulnerable persons received special needs vocational training last year?

To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)

Participation in special needs vocational training:	
References:	

Satisfaction with vocational training

What it means: What per cent of beneficiaries of international protection in the last calendar year who were enrolled or have completed a vocational training or other related education were satisfied it improved their skills?

To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)

…recognised refugees?	
…beneficiaries of subsidiary protection?	
…resettled refugees? (if no programme, leave blank)	
…for their reunited working-age family members?	
References:	

Table 4. Indicators on housing for beneficiaries of international protection

Indicator: Per cent of asylum-seekers in last calendar year living in the area of their choice			
What it means: What per cent of the asylum-seekers last year are placed in a locality where they say they want to live in the country?			
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)			
Title: Free movement and residence			
Any comments or references?			
Indicator: Free movement and choice of residence within the country			
What it means: Can these groups freely choose the housing, city, and region where they want to live?			
To do: Put X in one box that best fits your country's situation	**Does this group have the same free movement and residence as nationals?**	**Do authorities select the housing or community where members of this group will live?**	**Can authorities sanction those who do not accept this selection, for instance by reducing or withdrawing assistance/ benefits?**
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			
Any comments or references?			
Indicator: Access to housing and housing benefits			
What it means: Which groups have the legal right to equal treatment in housing and housing benefits? This includes rent control, public/social housing, and participation in housing financing schemes. Does this group have to fulfil conditions that they could not be expected to meet as newcomers (i.e. requirement for official registration or period of previous contribution or residency in locality)?			
To do: Put X in one box that best fits your country's situation	**Does this group have the same access as nationals without additional conditions?**	**Does this group only have the same access as the most favourable status for foreigners (i.e. long-term residents)?**	**Do additional restrictions apply to this group? (please comment)**
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			

Any comments or references?			
Indicator: Access to housing for vulnerable persons			
What it means: Must housing policy and services take into account the specific situation of vulnerable persons receiving international protection? a. Is this group identified as a vulnerable group in eligibility for mainstream housing benefits like social housing? b. Is any targeted housing support for beneficiaries of international protection specifically adapted for this group?			
To do: Put X in one box that best fits your country's situation	**a and b are required in law**	**only one is required in law (please comment)**	**Neither are required in law**
Beneficiaries of international protection			
Unaccompanied minors			
Single parents			
Women (i.e. pregnant, single)			
Elderly			
Victims of torture, rape, other forms of trauma			
Other groups (please comment)			
Any comments or references?			
Indicator: Access to property rights			
What it means: Which groups have the legal right to equal treatment in property rights? This includes the acquisition of property and real estate, revenue, sale, leases and contracts. Does this group have to fulfil conditions that they could not be expected to meet as newcomers (i.e. requirement for official registration or period of previous contribution or residency in locality)?			
To do: Put X in one box that best fits your country's situation	**Does this group have the same access as nationals without additional conditions that they could not meet?**	**Does this group only have the same access as the most favourable status for foreigners (i.e. long-term residents)?**	**Do additional restrictions apply to this group? (please comment)**
…recognised refugees?			
…beneficiaries of subsidiary protection?			
…resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Housing advice, counselling, representation			
What it means: Is housing advice, counselling and representation available for beneficiaries of international protection? (refers to advice/counseling/representation from qualified lawyers)			
To do: Calculate the # in each of the three boxes	**Is legal advice provided by expert NGOs and financially supported by government?**	**Is it provided by expert NGOs but not financially supported by government?**	**Is it not provided?**
Title: Independent legal advice			
Any comments or references?			

Indicator: Provision of temporary in-cash housing support			
What it means: Does this group benefit from a targeted, temporary and in-cash support (i.e. monthly allowance or one-off grant or loan, guarantees to beneficiaries, subsidies and brokerage services to landlords)?			
To do: Put X in one box that best fits your country's situation	**Do they have access without additional conditions to be eligible?**	**Do they have access if they meet certain conditions or waiting periods? (please comment)**	**Is there no temporary targeted cash housing support for this group?**
…for recognised refugees?			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Provision of temporary in-kind housing support			
What it means: Does this group benefit from a targeted, temporary and in-kind support (i.e. apartments, accommodation centres for refugees/asylum seekers, housing for vulnerable groups, other dedicated housing for refugees - **please comment which type of housing this applies to**)?			
To do: Put X in one box that best fits your country's situation	**Do they have access without additional conditions to be eligible?**	**Do they have access if they complete certain conditions or waiting periods? (please comment)**	**Is there no temporary targeted in-kind housing support for this group?**
…for recognised refugees?			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Period of temporary housing support			
What it means: For how long can this group benefit from targeted temporary housing support?			
To do: Put the number of months in the box that best fits your country's situation	**Recognised Refugees**	**Beneficiaries of subsidiary protection**	**Resettled refugees (if no programme, leave blank)**
Length (the maximum number of months)			
Any comments or references?			

Indicator: Extension of temporary housing support			
What it means: Can temporary housing support be extended to members of this group (i.e temporary housing can be apartments, accommodation centres for refugees/asylum seekers, housing for vulnerable groups, other dedicated housing for refugees - please comment which type of housing this applies to)?			
To do: Put X in one box that best fits your country's situation	**Yes based on individual need**	**Yes under fixed conditions (please specify)**	**Not possible**
…for recognised refugees?			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Provision of long-term in-cash housing support (i.e. based on legal contract)			
What it means: Does this group benefit from a targeted, long-term and in-cash support (i.e. monthly allowance or one-off grant or loan, guarantees to beneficiaries, subsidies and brokerage services to landlords)?			
To do: Put X in one box that best fits your country's situation	**Do they have access without additional conditions to be eligible?**	**Do they have access if they complete certain conditions or waiting periods? (please comment)**	**Is there no targeted long-term cash housing support for this group?**
…for recognised refugees?			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Period of long-term in-cash housing support			
What it means: For how long can this group benefit from long-term in-cash housing support?			
To do: Put the number of months in the box that best fits your country's situation	**Recognised refugees**	**Beneficiaries of subsidiary protection**	**Resettled refugees (if no programme, leave blank)**

Length (the maximum number of months)			
Any comments or references?			

Indicator: Provision of long-term in-kind housing support

What it means: Does this group benefit from a targeted, long-term and in-kind support (i.e. dedicated apartments or places in social housing)?

To do: Put X in one box that best fits your country's situation	**Do they have access without additional conditions to be eligible?**	**Do they have access if they complete certain conditions or waiting periods? (please comment)**	**Is there no targeted long-term in-kind housing support for this group?**
…for recognised refugees?			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Housing quality assessment

What it means: Which of these criteria do authorities have to take into account when assessing the quality of in kind housing assistance for this group? a) Security of tenure b) Affordability of housing c) Accessibility of key services (including transport, schools, child care facilities, church/mosque) d) Adequacy of basic infrastructure (i.e. space, lighting, ventilation) e) Availability of employment opportunities f) Involvement of beneficiary him or herself (i.e. use of needs assessment or part of decision-making) g) Persons-per-room/bedroom (overcrowding) h) Availability of subsidies from the local or state budget for payment of utilities i) Proximity of members from their own community or peer groups

To do: Put X in one box that best fits your country's situation	**All of these**	**At least one of these (please comment)**	**Are there no written criteria for a housing assessment?**
…for recognised refugees?			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
Any comments or references?			

Indicator: Housing budgets after status recognition

What it means: The annual budget actually spent in the last calendar year on housing services after status recognition (in national currency, specify date)

To do: Calculate the # in each of the three boxes (including 0)	**Total housing budget after status recognition**	**Temporary in-cash support per beneficiary**	**Compared to average cost of apartment rentals in country (previous column divided by average)**	**Temporary in-kind support per beneficiary**	**Compared to average cost to state of social housing per beneficiary (the total number of current beneficiaries of social housing (immigrant and non-immigrant) divided by the total cost of state expenditure on social housing)**	**Long-term in-cash support per beneficiary**	**Compared to average cost of apartment rentals in country (previous column divided by average)**	**Long-term in-kind support per beneficiary**	**Compared to average cost to state of social housing per beneficiary (the total number of current beneficiaries of social housing (immigrant and non-immigrant) divided by the total cost of state expenditure on social housing)**
From European Refugee Fund									
From other EU Funds (i.e. Social Fund, Daphne, please specify)									
From state budget related to co-financing for ERF + EU funds									
From state budget not related to EU co-financing									

From private donors (please specify)									
From UNHCR									
Total									
Any comments or references?									

Indicator: Responsibility for mainstreaming refugees in housing/social inclusion/regional development policies

What it means: Who within the ministry responsible for housing/social inclusion/regional development is required by law to ensure that the ministry incorporates refugees into their work? A senior official? A responsible unit/agency?

To do: Put X in one box that best fits your country's situation	**Both at senior official and unit/agency level (name both in comments)**	**Only one (name in comments)**	**Neither are mandated**
Responsibility for mainstreaming in housing			
Any comments or references?			

Indicator: Mainstreaming refugees into housing/social inclusion legislation

What it means: Are beneficiaries of international protection recognised as vulnerable/special needs group in housing legislation?

To do: Put X in one box that best fits your country's situation	**Are these groups explicitly identified in mainstream legislation?**	**Are they only identified in foreigners/ asylum legislation?**	**Neither**
Title: Housing legislation			
Any comments or references?			

Indicator: Mechanisms to mainstream refugee integration into housing/social inclusion/regional development policies

What it means: Does the ministry responsible for housing/social inclusion/regional development have a mechanism to: a. Review its legislation and policies to ensure that beneficiaries of international protection have the same access to housing and housing benefits as nationals? b. To monitor the use of housing policies and services and the housing outcomes for beneficiaries of international protection

To do: Put X in one box that best fits your country's situation	**Does the ministry responsible for housing have a and b in place?**	**Does it have at least one in place? (please comment)?**	**Are neither currently in place?**
Title: Mechanisms to mainstream refugee integration into housing			
Any comments or references?			

Indicator: The involvement of social partners and civil society in housing for beneficiaries of international protection

What it means: Have the main national social partners (employers, unions) and civil society organisations in the housing sector become involved in refugee integration? a. Have they included beneficiaries of international protection in their mission statement and activities? b. Have they undertaken capacity-building, training, partnership projects to improve how housing services are delivered to beneficiaries of international protection?

To do: Put X in one box that best fits your country's situation	**a and b**	**only one (please comment)**	**Neither**
Title: Involvement of social partners and civil society in housing			
Any comments or references?			

Indicator: Partnership on housing with an NGO specialised on refugees and integration

What it means: Does the state work in a partnership with a specialised NGO to: a. Review housing legislation, services, and outcomes for beneficiaries of international protection? b. Provide staff to assist beneficiaries of international protection to access housing services (examples of services include legal counselling, accompanying services, representation with local authorities and landlords or housing associations, etc.)?

To do: Put X in one box that best fits your country's situation	**a and b**	**only one (please comment)**	**Neither**
Title: Housing partnership with specialised NGO			
Any comments or references?			

Indicator: Per cent of beneficiaries of international protection using targeted state housing services

What it means: What it means: What percent of beneficiaries of international protection used targeted housing services dedicated for them in the last calendar year?

To do: Calculate the % in each of the three boxes	
...for recognised refugees?	
...for beneficiaries of subsidiary protection?	
...for resettled refugees? (if no programme, leave blank)	
Any comments or references?	

Indicator: Per cent of beneficiaries of international protection in state-provided temporary housing

What it means: What per cent were living in state-provided temporary housing for beneficiaries of international protection (i.e. temporary housing can be apartments, accomodation centres for refugees/ asylum seekers, housing for vulnerable groups, other dedicated housing for refugees - please comment which type of housing this applies to)?

To do: Calculate the % in each of the three boxes	
...for recognised refugees?	

…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
Any comments or references?	

Indicator: Per cent of beneficiaries of international protection in long-term social housing	
What it means: What per cent were living in long-term social housing?	
To do: Calculate the % in each of the three boxes	
…for recognised refugees?	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
Any comments or references?	

Indicator: Per cent of beneficiaries of international protection in long-term, private housing meeting the housing quality assessment	
What it means: What per cent were living in long-term, private housing with a legal rental contract?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)	
…for recognised refugees?	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
Any comments or references?	

Indicator: Per cent of beneficiaries of international protection that own their own accommodation	
What it means: What per cent are living in housing that they own themselves?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)	
…for recognised refugees?	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
Any comments or references?	

Indicator: Satisfaction of beneficiaries of international protection with housing

What it means: What it means: What percent are satisfied that their housing meets their basic needs, enhances their employment opportunities, facilitates access to services, fosters family and community life, and is in the area of their choice (location)?

To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all)	**Overall satis-faction**	**Housing meets basic needs**	**Housing enhances their employ-mentop-portuni-ties**	**Housing facili-tates access to services**	**Housing fosters family and commu-nity life**	**Housing is in the area of their choice**
…for recognised refugees?						
…for beneficiaries of subsidiary protection?						
Any comments or references?						

Table 5. Indicators of family reunification for beneficiaries of international protection

Family Unity and Legal Status of Family Members			
What it means: If family members are with a beneficiary of international protection but do not individually qualify for protection, who can receive a comparable legal status and benefits (derivative status), under the principle of family unity? a. A spouse or partner (where partnership recognised in national law) b. Minor children c. Close relatives who are wholly or mainly dependent on the beneficiary.			
To do: Put X in one box that best fits your country's situation			
	Do all three categories qualify for derivate status?	**Do only spouses/ partners and minor children qualify?**	**Do none qualify because family members are not entitled to the same status?**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Definition of Family Unit and Family Reunification			
What it means: If the family is separated from the beneficiary, which family members are eligible to join the sponsor under family reunification? a. Minor children and spouse/partner (where partnership recognised in national law) b. Dependents who are adult children or members of the ascending line (i.e. parents or grandparents) c. Other categories of dependents (please comment)			
To do: Put X in one box that best fits your country's situation			
	Do all three qualify?	**Do only A and B qualify?**	**Do only A qualify?**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Eligibility for family reunification			
What it means: Once a person is recognised as a beneficiary of international protection, is there a specific residence requirement for them to apply for family reunification?			
To do: Put X in one box that best fits your country's situation			
	No, they can apply upon recognition.	**Yes, the residence requirement is specific to beneficiaries of international protection and shorter than for ordinary TCNs (please specify)**	**Yes, and residence requirement is the same for beneficiaries as for ordinary TCNs**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Economic resource requirement			
What it means: Is there an economic resource requirement for this group's family reunification (i.e. income, employment)?			
To do: Put X in one box that best fits your country's situation			
	No requirement (please specify if there is no requirement for all TCNs or only for this group)	**Yes, but requirement reduced for this group (please specify conditions for reduction)**	**Yes, requirement same for this group as for ordinary TCNs**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Housing Requirements			
What it means: Is there a housing requirement for this group's family reunification?			
To do: Put X in one box that best fits your country's situation			
	No requirement (please specify if there is no requirement for all TCNs or only for this group)	**Yes, but requirement reduced for this group (please specify conditions for reduction)**	**Yes, requirement same for this group as for ordinary TCNs**
… for recognised refugees			

…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Health Insurance Requirement

What it means: Is there a health insurance requirement for this group's family reunification?

To do: Put X in one box that best fits your country's situation

	No requirement (please specify if there is no requirement for all TCNs or only for this group)	**Yes, but requirement reduced for this group (please specify)**	**Yes, requirement same for this group as for ordinary TCNs**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Language Assessment

What it means: Is there a language assessment requirement for this group's family reunification?

To do: Put X in one box that best fits your country's situation

	No requirement (please specify if there is no requirement for all TCNs or only for this group)	**Yes, but requirement reduced for this group (please specify)**	**Yes, requirement same for this group as for ordinary TCNs**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Integration Assessment

What it means: Is there an 'integration' assessment requirement for this group's family reunification?

To do: Put X in one box that best fits your country's situation

	No requirement (please specify if there is no requirement for all TCNs or only for this group)	**Yes, but requirement reduced for this group (please specify)**	**Yes, requirement same for this group as for ordinary TCNs**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Documents from country of origin

What it means: Does the law take into account that requirements for documents from the country of origin (i.e. marriage with spouse or filiation of children) may impede or delay beneficiaries of international protection from being reunited with their family? a. Exemptions in defined circumstances (i.e. certain categories or countries of origin) b. Alternative methods where documents are not available

To do: Put X in one box that best fits your country's situation

	a and b	**Only one of them (please comment)**	**Neither a or b. Absence of documents is a reason to refuse an application.**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

DNA/age tests to verify family links

What it means: Does the law take into account that requirements for DNA/age tests may impede or delay beneficiaries of international protection from being reunited with their family?

To do: Put X in one box that best fits your country's situation

	Is there no DNA/age test requirement?	Is the requirement used only as a last resort to verify family ties?	Is a DNA or age test requirement (refusal or inability to take it) a reason to refuse an application?
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Expedited length of procedure

What it means: Is there a legal limit to the length of the family reunification procedure?

To do: Put X in one box that best fits your country's situation

	Does the law require the state to treat applications from this group with the least possible delay? (please specify)	Does the law set a maximum time length?	Is there no requirement on the length of the procedure?
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Facilitated conditions for vulnerable persons applying for family reunification

What it means: Are conditions for beneficiaries of international protection, if any to acquire family reunification (i.e. language, integration, employment, housing) waived or reduced for this group? Or are they the same as for beneficiaries of international protection?

To do: Put X in one box that best fits your country's situation

	Is family reunification granted upon recognition? Or are the conditions waived for this group?	Are the conditions reduced for this group? (i.e. housing, economic, language or integration assessment) (please comment)	Are the conditions the same as for ordinary beneficiaries of international protection?
Unaccompanied minors			
Single Parents			
Women (i.e. pregnant, single)			
Elderly			
Victims of torture, rape, other forms of trauma			
Other groups (please comment)			
References			

Type of permit

What it means: Does the permit for family members entitle them to the same legal status as their sponsor?

To do: Put X in one box that best fits your country's situation

	Same protection status as their sponsor	Alternative status that is durable (i.e. permanent/long-term residence)	Temporary residence status
Refugees			
Subsidiary Protection			
Resettled			
References/ Comments			

Duration of permit

What it means: Are family members ' permits valid for as long a period as their sponsor's?

To do: Put X in one box that best fits your country's situation

	Equal to their sponsor's and renewable	>(=) 1 year renewable permit but not equal to sponsor's	< 1 year renewable permit or new application necessary
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Autonomous residence permit for core family			
What it means: How long must spouses/partners and children reaching the age of majority wait to obtain a residence permit autonomous of their sponsor? (please specify)			
To do: Put X in one box that best fits your country's situation			
	After <(=) 3 years	**After > 3 <(=) 5 years**	**After > 5 years or upon certain conditions**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Autonomous residence permit for other dependents			
What it means: How long must other dependents wait to obtain a residence permit autonomous of their sponsor?			
To do: Put X in one box that best fits your country's situation			
	After <(=) 3 years	**After > 3 <(=) 5 years**	**After > 5 years or upon certain conditions**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Access to an integration programme			
What it means: Do family members of these groups have the same access to an integration programme like their sponsor?			
To do: Put X in one box that best fits your country's situation			
	Yes, in the same way as their sponsor	**Yes, but additional conditions apply (please specify)**	**No access under the law for certain family members (please specify)**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Access to education and vocational training			
What it means: Do family members of these groups have the same access to the education system and vocational training like their sponsor?			
To do: Put X in one box that best fits your country's situation			
	Yes, in the same way as their sponsor	**Yes, but additional conditions apply (please specify)**	**No access under the law for certain family members (please specify)**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Access to employment and self-employment			
What it means: Do family members of these groups have the same access to employment and self-employment like their sponsor?			
To do: Put X in one box that best fits your country's situation			
	Yes, in the same way as their sponsor	**Yes, but additional conditions apply (please specify)**	**No access under the law for certain family members (please specify)**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Access to social security and assistance			
What it means: Do family members of these groups have the same access to social security and assistance like their sponsor?			
To do: Put X in one box that best fits your country's situation			
	Yes, in the same way as their sponsor	**Yes, but additional conditions apply (please specify)**	**No access under the law for certain family members (please specify)**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Access to healthcare			
What it means: Do the family members of these groups have the same access to healthcare like their sponsor?			
To do: Put X in one box that best fits your country's situation			
	Yes, in the same way as their sponsor	**Yes, but additional conditions apply (please specify)**	**No access under the law for certain family members (please specify)**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Family reunification staff			
What it means: The number of full-time staff in the last calendar year directly assisting refugees or beneficiaries of subsidiary protection with family reunification.			
	# of reunification staff (government)	**# of reunification staff (NGO international institutions in country)**	**# Beneficiaries per staff (government NGO)**
Total # of staff working on family reunification			
# of staff working on processing applications			
# of staff working on providing information, legal counseling, representation			
# of staff working on family tracing			
# of staff working on economic, social, and cultural integration of family members			
References			

Tracing services			
What it means: Do beneficiaries of international protection have access to family tracing services?			
To do: Put X in one box that best fits your country's situation			
	Yes, services are provided by the government	**Yes, services are financed by the government but provided by NGOs or international institutions**	**Yes, but provided and financed by NGOs or international institutions (i.e. Red Cross, please comment)**
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Period of state-supported social orientation programme			
What it means: For how long can the family members of this group benefit from a free social orientation programme?			
To do: Put the number of hours of instruction in the box that best fits your country's situation (If they have no access, answer 0)			
	Recognised Refugees	**Beneficiaries of subsidiary protection**	**Resettled Refugees (if no programme, leave blank)**
Length (the maximum number of hours of instruction)			
References			

Period of state-supported job/vocational training

What it means: For how long can the family members of this group benefit from free job/vocational training?

To do: Put the number of hours of instruction in the box that best fits your country's situation (If they have no access, answer 0)

	Recognised Refugees	Beneficiaries of subsidiary protection	Resettled refugees (if no programme, leave blank)
Length (the maximum number of hours of instruction)			
References			

Provision of host country language learning for adults

What it means: For how long can the family members of the beneficiaries of international protection benefit from second-language tuition?

To do: Put the number of hours of instruction in the box that best fits your country's situation (If they have no access, answer 0)

	Enough to attain proficiency (please specify)	Fixed number of hours after orientation phase (please specify)	Limited to an orientation phase (i.e. 1 year) (please specify)
Hours of second-language tuition			
References			

Family assistance

What it means: Does the state provide special measures of assistance to beneficiaries of international protection to facilitate family reunification? a. Funds are available to cover the family's travel costs/ documents b. Housing/income assistance is provided to sponsors to meet the conditions for the family reunification procedure

To do: Put X in one box that best fits your country's situation

	Does the state provide funding for both?	Does it provide funding for one of them? (please specify)	Does the state provide funding for neither of them?
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Presence of fees and costs

What it means: Do beneficiaries of international protection face the same fees and other costs (i.e. medical, DNA, language tests) for family reunification as ordinary third-country nationals do?

To do: Put X in one box that best fits your country's situation

	Are fees and other costs waived for this group?	Are fees and other costs reduced for this group?	Are the fees and costs the same as for ordinary third-country nationals?
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Amount of fees and costs (in euros)

What it means: What are the average fees and costs for family reunification? (converted in euros)

To do: Calculate the # in each box (including 0) should be added next to these indicators:

	What is the average fee per a beneficiary from this group?	What are the average other costs per beneficiary from this group? (i.e. tests, translation)	What is the total average fee and costs per beneficiary from this group? (from 2 previous columns)
… for recognised refugees			
…for beneficiaries of subsidiary protection?			
…for resettled refugees? (if no programme, leave blank)			
References			

Travel/family assistance budgets for family reunification

What it means: The annual budget actually spent in the last calendar year on staff travel/family assistance for the family reunification of beneficiaries of international protection (converted into euros)

To do: Calculate the # in each box (including 0) should be added next to these indicators:

	Total budget for travel/ family assistance	Targeted budget per beneficiary sponsor	Targeted budget per beneficiary family member
From European Refugee Fund			

From other EU Funds (i.e. Social Fund, Daphne, please specify)			
From state budget related to co-financing for ERF EU funds			
From state budget not related to EU co-financing			
From non-state actors (please specify)			
From UNHCR			
Total			
References			

Budgets for integration of family members

What it means: The annual budget actually spent in the last calendar year on economic, social, and cultural integration of family members of beneficiaries of international protection (converted into euros)

To do: Calculate the # in each box (including 0) should be added next to these indicators:

	Total budget for travel/ family assistance	**Targeted budget per beneficiary sponsor**	**Targeted budget per beneficiary family member**
From European Refugee Fund			
From other EU Funds (i.e. Social Fund, Daphne, please specify)			
From state budget related to co-financing for ERF EU funds			
From state budget not related to EU co-financing			
From non-state actors (please specify)			
From UNHCR			
Total			
References			

Average duration of family reunification procedures

What it means: What is the average duration of family reunification and tracing procedures?

To do: Calculate the # in each of the three boxes (including 0)

	What is the average duration of a family reunification procedure?	**What is the average duration of a family tracing procedure?**
… for recognised refugees		
…for beneficiaries of subsidiary protection?		
…for resettled refugees? (if no programme, leave blank)		
References		

Use of family tracing

What it means: What per cent of beneficiaries of international protection who used a family tracing service in last calendar year were able to identify family member(s)?

To do: Put the % in the box.

… for recognised refugees	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
References	

Satisfaction with family tracing

What it means: What per cent of beneficiaries of international protection who used a family tracing service in last calendar year were satisfied with the procedure?

To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).

… for recognised refugees	
…for beneficiaries of subsidiary protection?	

…for resettled refugees? (if no programme, leave blank)	
References	

Acceptance rate for family reunification

What it means: What per cent of beneficiaries of international protection who applied for family reunification in last calendar year were accepted?

To do: Put the % in the box.

… for recognised refugees	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
References	

Satisfaction with family reunification procedure

What it means: What per cent of beneficiaries of international protection who applied for family reunification in last calendar year were satisfied with the procedure?

To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).

… for recognised refugees	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	
References	

Reasons for rejection for family reunification

What it means: What per cent of unsuccessful applications from beneficiaries of international protection were rejected last year for the following reasons? (Applications rejected for multiple reasons should be included under each relevant category)

To do: Put the % in the box.

Definition of the family	
Residence period requirement	
Economic resource requirement	
Housing requirement	
Health insurance requirement	
Language assessment	
Integration assessment	
Documentation	
Other requirements (please specify)	
Unknown	
References	

Outcome of family reunification

What it means: What per cent of beneficiaries of international protection still separated from their core family members would see reunification as important to promoting their integration?

To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).

… for recognised refugees	
…for beneficiaries of subsidiary protection?	
…for resettled refugees? (if no programme, leave blank)	

References	

Family reunification sponsors with special needs	
What it means: What per cent of vulnerable persons have been able to reunite with family members(s)?	
To do: For this box, if the data comes from a representative survey, please calculate the %. If the data comes from focus groups, please indicate the trend among participants (none, few, some, the majority, most, all).	
Special needs family reunification	
References	

Scoring rules

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
LEGAL INTEGRATION					
— Family unity and reunification		**65.61**	**33.06**	**69.70**	**50.61**
—— Family Unity and Legal Status of Family Members	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	50	50	100	100
—— Definition of Family Unit for Family Reunification	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	50	0	0
—— Eligibility for family reunification	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Economic resource requirement	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	50	100	25
—— Housing requirement	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	100	25
—— Health insurance requirement	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	50	100	25
—— Language assessment	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Integration assessment	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Documents from country of origin	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	50	0
—— DNA/age tests to verify family links	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Expedited length of procedure	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	50	50	100	50
—— Facilitated conditions for vulnerable persons applying for family reunification	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for 6 different groups of vulnerable beneficiaries of international protection	0	0	0	0
—— Type of permit	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	100	100
—— Duration of permit	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	100	50
—— Autonomous residence permit for core family	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	100	50
—— Autonomous residence permit for other dependents	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	0	50
—— Access to an integration programme	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	100	100

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— Access to education and vocational training	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	50	100	100
—— Access to employment and self-employment	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Access to social security and assistance	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	100	100
—— Access to healthcare	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	50	100	100
—— Family reunification staff	25 points for each of the four columns (# of staff in government, # of staff in NGOs, # of beneficiaries per staff, average # of hours per beneficiary per staff) for which data is provided , minus 5 points if missing data in a row (areas of work), minus 5 if # of staff < 10	20	15	10	15
—— Tracing services	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	MD	0
—— Period of state-supported social orientation programme	more than 6 months: 100, from 3 to 6 months: 50, less than 3 months or none: 0	0	0	0	0
—— Period of state-supported job/ vocational training	more than 6 months: 100, from 3 to 6 months: 50, less than 3 months or none: 0	MD	MD	MD	MD
—— Provision of host country language learning for adults	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	0	0

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— Family assistance	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	0	0
—— Presence of fees and costs	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	100	0
—— Amount of fees and costs (in euros)	up to 100 EUR: 100, 100 to 200 EUR: 50, more than 200 EUR: 0 (all scores excluding travel costs)	50	50	100	50
—— Travel/ family assistance budgets for family reunification	16,5 points for each available funding source (6 funding options: 100/6=16.5) (rounded figures)	0	0	0	MD
—— Budgets for integration of family members	16,5 points for each available funding source (6 funding options: 100/6=16.5) (rounded figures)	0	0	0	MD
—— Average duration of family reunification procedures	1 to 3 months: 100, 3 to 6 months: 50, more than 6 months: 0	100	50	100	50
—— Use of family tracing	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	0	0	MD	0
—— Satisfaction with family tracing	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	MD	MD	MD	MD
—— Acceptance rate for family reunification	percentage (absolute figures)	32	75	100	MD
—— Satisfaction with family reunification procedure	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	80	0	40	MD
—— Reasons for rejection for family reunification	no rejections:100, minus 10 points for each reason if applicable (e.g. 50 means that there have been 5 reasons for rejections, 90 means that there has been one reason for rejection)	80	50	100	80
—— Outcome of family reunification	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	100	100	MD	100
—— Family reunification sponsors with special needs	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	MD	MD	MD	0

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
SOCIO-ECONOMIC INTEGRATION					
— Housing (CBP 6)		**38,63**	**39,52**	**65,52**	**47,04**
—— Percent of asylum-seekers in last calendar year living in the area of their choice	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	20	40	42	MD
—— Free movement and choice of residence within the country	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Access to housing and housing benefits	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	50	100	100	50
—— Access to housing for vulnerable persons	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for 7 different groups of vulnerable beneficiaries of international protection	0	29	100	14
—— Access to property rights	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Housing advice, counseling, representation	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	100	100	100
—— Provision of temporary in-cash housing support	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	0	100	0
—— Provision of temporary in-kind housing support	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	50	50	50
—— Period of temporary housing support	more than 6 months: 100, 3 to 6 months: 50, less than 3 months or none: 0	50	50	100	50
—— Extension of temporary housing support	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	100	100
—— Provision of long-term in-cash housing support (i.e. based on legal contract)	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	100	0
—— Period of long-term in-cash housing support	12 months or more: 100, 6 to 12 months: 50, less than 6 months or none: 0	0	50	100	50
—— Provision of long-term in-kind housing support	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	50	0
—— Housing quality assessment	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	50	50	50	50
—— Housing budgets after status recognition	16,5 points for each available funding source (6 funding options: 100/6=16.5) (rounded figures)	17	50	17	33
—— Responsibility for mainstreaming refugees in housing/social inclusion/regional development policies	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	100	50	50	0
—— Mainstreaming refugees into housing/social inclusion legislation	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	0	50	50
—— Mechanisms to mainstream refugee integration into housing/social inclusion/regional development policies	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	0	0	0	0

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— The involvement of social partners and civil society in housing for beneficiaries of international protection	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	0	0	50	50
—— Partnership on housing with an NGO specialised on refugees and integration	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	100	50	50	100
—— Percent of beneficiaries of international protection in last calendar year living in the area of their choice	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	40	MD	40	20
—— Percent of beneficiaries of international protection using targeted state housing services	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	MD	MD	83	100
—— Percent of beneficiaries of international protection in state-provided temporary housing	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	MD	MD	80	MD
—— Percent of beneficiaries of international protection in long-term social housing housing	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	0	MD	0	MD
—— Percent of beneficiaries of international protection in long-term, private housing meeting the housing quality assessment	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	40	60	60	35

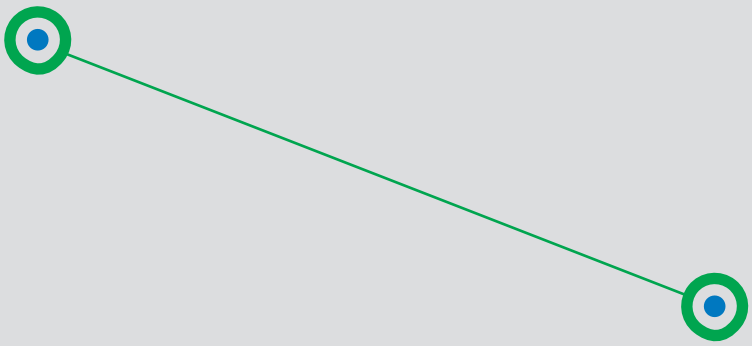
Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— Percent of beneficiaries of international protection that own their own accomodation	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	20	0	20	0
—— Satisfaction of beneficiaries of international protection with housing	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0 (overall satisfaction is taken into account)	40	80	30	MD
— Employment (CBP 3)		**34,81**	**46,40**	**69,09**	**61,44**
—— Employment rate for asylum-seekers	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	0	20	MD	MD
—— Percent of asylum-seekers satisfied that their jobs matches their skills and qualifications	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0 (average for % satisfied that job matched skills and qualifications and % satisfied that salary met basic needs)	20	30	MD	40
—— Immediate access to employment, self-employment, and liberal professions	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	75	100	100	100
—— Access to employment for vulnerable persons	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for 6 different groups of vulnerable beneficiaries of international protection	25	33	50	0
—— Recognition of foreign diplomas, certificates, and other evidence of formal qualifications	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Support in the recognition procedure	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	100	0

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— Job-seeking counseling and positive action	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	50	50	100	100
—— Targeted support for entrepreneurs	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	0	0	MD	50
—— Employment budgets after status recognition	16,5 points for each available funding source (6 funding options: 100/6=16.5) (rounded figures)	17	33	MD	33
—— Responsibility for mainstreaming refugees in employment	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	50	50	50
—— Mainstreaming refugees into labour legislation	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	100	100	0	100
—— Mechanisms to mainstream refugee integration into employment	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	50	50	50
—— The involvement of social partners and civil society in employment	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	0	50	50	100
—— Partnership on employment with an NGO specialised on refugees and integration	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	50	100	100
—— Acceptance rate for recognition of skills/ qualifications	percentage (absolute figures)	MD	MD	MD	100
—— Satisfaction with recognition of skills/qualifications	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	0	MD	60	40

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— Employment rate for beneficiaries of international protection	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0 (only employment rate taken into account)	MD	MD	MD	20
—— Satisfaction of beneficiaries of international protection with their job	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0 (average for % satisfied that job matched skills and qualifications and % satisfied that salary met basic needs)	20	30	MD	MD
— Lifelong learning (CBP 3,5)		**24,75**	**53,64**	**45,38**	**39,24**
—— Adult asylum-seekers in vocational training	percentage (absolute figures)	MD	MD	MD	0,41
—— Percent of asylum-seekers satisfied that vocational training improved their skills	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	40	0	MD	100
—— Access to vocational training and employment-related education for beneficiaries of international protection	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Access to vocational training and other employment-related education for vulnerable persons	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for 6 different groups of vulnerable beneficiaries of international protection	25	0	0	0
—— Period of state-supported job/ vocational training	more than 10 hours per week: 100, up to 10 hours per week: 50, none: 0	50	100	MD	50
—— Targeted lifelong learning budgets after status recognition	16,5 points for each available funding source (6 funding options: 100/6=16.5) (rounded figures)	17	MD	MD	33
—— Responsibility for mainstreaming refugees in lifelong learning policies	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	0	50	50	50

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— Mainstreaming refugees into lifelong learning legislation	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	0	100	0	0
—— Mechanisms to mainstream refugee integration into lifelong learning	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	0	0	50	0
—— The involvement of social partners and civil society in lifelong learning	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	0	100	50	50
—— Partnership on lifelong learning with an NGO specialised on refugees and integration	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	100	50	50
—— Adult beneficiaries of international protection in vocational training	percentage (absolute figures)	MD	MD	63	16
—— Participation in special needs vocational training	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	0	20	MD	0
—— Satisfaction with vocational training	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0 (average of all groups of beneficiaries of international protection for whom data is available)	40	20	MD	100
SOCIO-CULTURAL INTEGRATION					
— Children's education (CBP 5)		**50,00**	**42,38**	**43,31**	**45,39**
—— Enrollment rate of children of asylum-seekers in primary/secondary education	percentage (absolute figures)	MD	95	MD	80
—— Average time between an asylum application and the enrollment of children in primary/secondary education/ preparatory educational programmes	less than 30 days: 100, 30 to 60 days: 50, more than 60 days: 0	0	100	0	50
—— Access to primary and secondary education	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection for whom data is available	100	100	100	100
—— Access to education for vulnerable persons	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable); averages for different groups of beneficiaries of international protection	0	0	0	0
—— Placement in the compulsory school system	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	50	50	0
—— Orientation in the compulsory school system	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	0	50	50
—— Period of school orientation/ induction programme	more than 200 hours per year: 100, 100 to 200 hours per year: 50, none or less than 100 hours per year: 0	0	0	50	0
—— Provision of host country language learning for children	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	0	0	0
—— Access to post-secondary and tertiary education	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	100	50	100	100
—— Targeted child education budgets	16,5 points for each available funding source (6 funding options: 100/6=16.5) (rounded figures)	50	33	33	33
—— Responsibility for mainstreaming refugees in education	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	50	0	0

Strand /- Dimension /-- Indicator	Scoring rule	BG	PL	RO	SK
—— Mainstreaming refugees into education legislation	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	0	50	50
—— Mechanisms to mainstream refugee integration into education	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	50	50	50
—— The involvement of social partners and civil society in child education	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	50	50	100	50
—— Partnership on education with an NGO specialised on refugees and integration	policy option 1 (most favourable): 100, policy option 2 (less favourable): 50, policy option 3: 0 (least favourable)	100	0	50	50
—— Enrollment rate of children of beneficiaries of international protection in primary/secondary education	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0 (average of % in special orientation support, in supplemental language support and other supplementary support)	MD	MD	MD	MD
—— Participation in special needs education	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	NA	MD	NA	MD
—— Satisfaction with targeted education support	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	MD	100	40	100
—— Enrollment in post-secondary and tertiary education	percentage (absolute figures) (enrolement taken into account)	MD	MD	MD	4
—— Satisfaction with targeted support in post-secondary/tertiary education	percentages/trends: all: 100, majority: 80, most: 60, some: 40, few: 20, none: 0	MD	MD	20	100



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